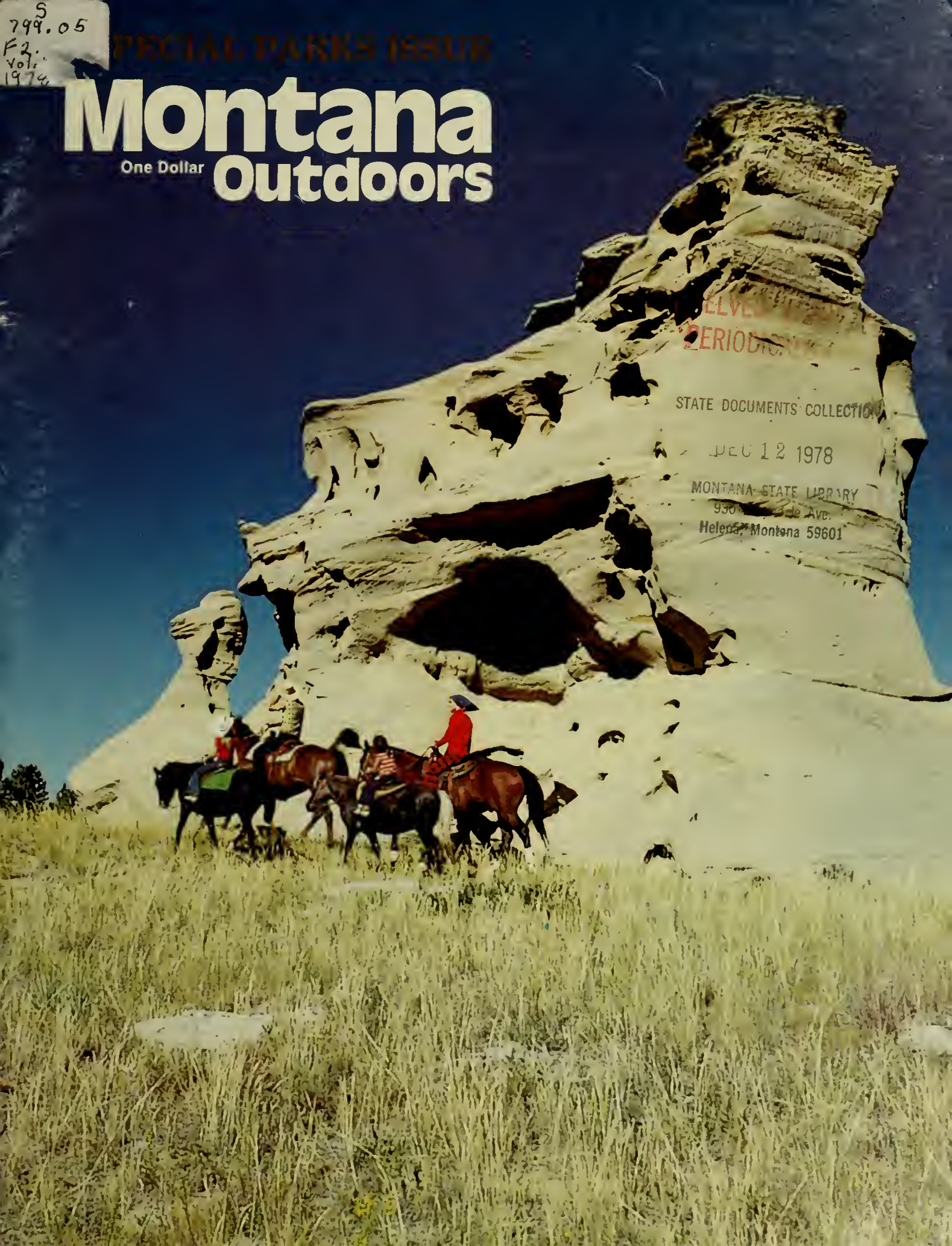
S
799.05
F2
vol.
1974

SPECIAL PARKS ISSUE

Montana Outdoors

One Dollar



STATE DOCUMENTS COLLECTION
DEC 12 1978
MONTANA STATE LIBRARY
930 East Lyndale Ave.
Helena, Montana 59601

Montana Outdoors Vol. 9, No. 7

Montana State Library
3 0864 1005 9225 5

2 **The Long Road to Riches: The Development of Montana's State Park System** A brief history of Montana's park system. by David G. Conklin

9 **Caring for Parks: Parks People at Work** It takes more than desire to maintain a quality park system. by G. Wesley Burnett and Don Hyyppa

13 **Park System Ingredients: Many Parts Make the Whole** Montana's park system is not composed of state parks alone. A review of the system's various components. by David G. Conklin

20 **Montana's Parks: For the Benefit of the People** A photographic look at recreation in Montana's parks and recreation areas

24 **The Land and Water Conservation Fund: Do You Know What It Does for You?** This federal grants-in-aid program has been invaluable in providing financial assistance for public recreation projects in Montana. by Ron Aasheim and Ron G. Holliday.

28 **Montana's Snowmobile Program: A New Dimension in Winter Recreation Management** The Dept. of Fish and Game is providing more opportunities for enjoying this increasingly popular winter pastime. by Ron Aasheim

32 **Turning Money into Management: Financing State Parks** Funding the park system is a challenge now and for the future. by G. Wesley Burnett and Don Hyyppa

35 **A Look to the Future: Our Parks in a Changing Scene** Montana's governor tells us what to expect from our state park system in the years ahead. by Gov. Thomas L. Judge

THE COVER: Recreation in Montana comes in many forms. These horseback riders are enjoying a day of sightseeing among the unusual rock formations at Medicine Rocks State Park near Ekalaka. The Dept. of Fish and Game's Parks Division is charged with the responsibility of managing not only state parks, but a variety of recreation sites and programs. Turn to page 32 for an explanation of where the money for this management comes from and how it is utilized in "Turning Money into Management: Financing State Parks." Sailing enthusiasts (back cover) find that state parks provide welcome access points to Flathead and other lakes. For a look at other types of areas which contribute to Montana's park system, see "Park System Ingredients: Many Parts Make the Whole," beginning on page 13. (Front and back cover photos: Garry Wunderwald)

Thomas L. Judge/*Governor*
State of Montana

Joseph J. Klabunde/*Chairman*
Fish and Game Commission

Commission Members:
Spencer S. Hegstad/*Vice Chairman*
Alfred L. Bishop
Arthur C. Hagenston
Earl L. Sherron

Robert F. Wambach/*Director*
Dept. of Fish and Game

Fletcher E. Newby/*Deputy Director*
Orville W. Lewis/*Associate Director*
Vern Craig/*Chief, Conservation Education Bureau*
Ron Holliday/*Administrator, Parks Division*
David G. Conklin/*Parks Division Coordinator*

William Phippen/*Special Issue Editor*
Dave Books/*Editor*
Kay Ellerhoff/*Associate Editor*
Donita Sexton/*Art Director*
Sheila Bradt/*Circulation*

Montana Outdoors, the official publication of the Montana Dept of Fish and Game, is published six times each year (January, March, May, July, September and November). Contributions (manuscripts or illustrations) are welcome with the understanding that the department or the editor cannot be responsible for loss or damage. All contributions will be published at the discretion of the editor. Subscription rates are $5 for one year, $9.50 for two years, $13 for three years. (Please add $2 per year for foreign subscriptions, excluding Canada.) Individual copies are available at newsstands and regional department offices. Price per copy is $1. Although *Montana Outdoors* is copyrighted, permission to reprint articles is available by writing our office or phoning us at 406/449-2474. All correspondence should be addressed *Montana Outdoors*, Dept. of Fish and Game, 1420 E. Sixth; Helena, MT 59601. © Montana Dept. of Fish and Game. All rights reserved.

Postmaster. Second class postage paid at Helena, MT 59601 and additional mailing offices.

The Director's Column

The Montana landscape which we know and love is a panorama of awesome majesty, a majesty which disguises profound complexity. This complexity provides for an abundance of wildlife and fish species, an abundance commented upon by Lewis and Clark and today appreciated because Montanans of bygone generations had the foresight and wisdom to endorse their management, regulation and supervision.

But Montana is much more than fish and wildlife alone. In ages past, it was the playground of dinosaurs and the "garden of Eden" for evolving mammals. Native Americans, explorers, trappers, ranchers, miners, loggers and agriculturalists approached an environment molded by titanic forces which was at once enticing, rewarding, harsh and cruel.

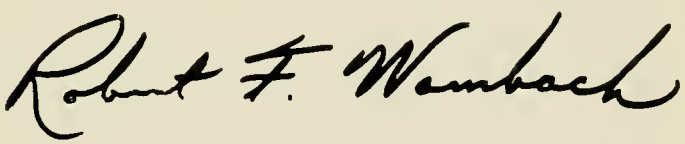
These paleontological, archaeological and historical resources blend into the panorama of our natural resources—our rivers, plains, mountains, prairies and forests—to form a landscape of almost unlimited recreational opportunity. And just as in the case of fish and wildlife, these recreational resources must be conserved, regulated and managed if we are to pass on to tomorrow's generations the legacy we have received from past generations.

By the 1930s, the importance of these resources—the scientific, cultural, historical and recreational majesty of Montana—became obvious. With a very strong law, Montanans provided for conservation of these resources in 1939. Between 1939 and 1965, however, the administration of this law floated from agency to agency. While successes were apparent, the conservation of our recreational resources never seemed to merge comfortably with the objectives of other agencies.

In 1965, the mandate to conserve and provide recreational and cultural resources was transferred to the Dept. of Fish and Game. The merger of parks and recreation objectives with traditional goals of fish and wildlife management appears to have been complete and successful and to the benefit of all Montana recreationists. To reflect the successful merger of these varied responsibilities, responsibilities which the department has now had for 13 years, I have received the concurrence of the governor and the Fish and Game commissioners to propose to the 46th Legislative Assembly that the name of our department be changed to "Fish, Wildlife and Parks."

Though division programs have been successful, there can be no denial that many problems have plagued the Parks Division and that the future holds many new problems, challenges and opportunities. This special issue of *Montana Outdoors* tells the story of the emergence of Montana's state park system, examines its current place in our society, and looks toward our future obligations and responsibilities.

The department will continue to work diligently toward making a full array of recreational and cultural opportunities available to our citizens and guests. The Parks Division will continue to play an increasingly important role in achieving this goal.



• *Only revenues earned within the park system, such as from entrance and camping fees, were used to support the production and printing of this issue. Neither sportsmen's license monies nor general tax revenues were used in any way to print this special issue of* Montana Outdoors.—Ed.

The Long Road to Riches:

The Development of Montana's State Park System

by David G. Conklin

FROM THE ROLLING, sage-covered plains and rocky buttes of Medicine Rocks State Park near Ekalaka to the sandy, shaded beach at Yellow Bay State Recreation Area on Flathead Lake, Montana residents and visitors alike enjoy a state park system largely unmatched in other states. This system, which contains nearly 250 separate areas, is as diverse as any in the nation and embodies some of the country's finest scenic and historic areas. A trip to the frontier ghost town at Bannack State Park lets the visitor relive a day in Montana's colorful history when gold was king and law and order were a function of vigilante committees and a hangman's noose. Also, a float trip past Citadel Rock State Monument on the Missouri River or a picnic at Flathead Lake's Finley Point State Recreation Area in sight of the picturesque Mission Mountains, offer some of the most striking and beautiful scenery available in the American West. Indeed, Montana's state park system is a treasure to behold.

Yet, to look at the size and quality of this system today, it would be hard to realize that as little as 30 years ago it was still in its infancy. Although proponents of a state park system had been trying to establish one since the 1920s, their attempts, for the most part, had been unsuccessful; and as late as the mid-1940s, the system was comprised of only a few parks, the administration of which was hampered by much disorganization and lack of funds.

It seems necessary, therefore, if we are to fully appreciate the impressive system we enjoy today, that we take a brief look at the history of the system's development and the difficulties which plagued it on its long road to riches.

As with most state park systems in the nation, Montana's park system was conceived in the early 1920s in response to an overall change in national parks and recreation philosophies. Whereas up until that time recreation was pursued almost exclusively within urban parks and within national forest areas, changing American lifestyles demanded an alternative approach to recreation management. The advent and proliferation of the automobile and an accompanying increase in American prosperity and leisure time made it evident to recreation managers, particularly those within federal agencies, that state parks and other state owned and operated recreation areas were urgently needed as intermediate links between established municipal and federal recreation areas. In addition, the developing conservation movement of that period, spearheaded by such people as President Theodore Roosevelt, was now a well-known cause and its followers had banded together to ensure that valuable natural and recreation areas would be set aside for the enjoyment of future generations. With this significant increase in the numbers of persons interested in outdoor areas and the recreation

Just as today, Yellow Bay (left) was a popular recreation area 70 years ago, photo: Morton J. Elrod, courtesy University of Montana Archives

potential to be found in them, neither national parks and forest preserves nor inner city parks could now be expected to fulfill all of the nation's recreation needs.

Stephen Mather, first director of the National Park Service, saw the need for a nationwide system of state parks and in January 1921, convinced Iowa Gov. W.L. Harding to summon over 200 conservationists from throughout the country to Des Moines for the First National Conference on State Parks, an assemblage which would become the lobbying agent for the nation's state park system proponents.

The consensus of the conference members was that state parks were becoming necessary for basically three reasons: (1) to preserve areas of beauty and character that did not, for lack of national significance or other reasons, qualify as national parks, (2) to provide uncommercialized places for public rest and recreation, and (3) to provide the vitalizing contact with nature which was once implicit in national life but from which a swiftly urbanizing population was becoming separated.

A movement toward the creation of systems of recreation areas within the states emerged from this meeting and, although the contents of state park systems were difficult to standardize, definitions were written, criteria established and classifications proposed. These systems, of course, were modeled on the national park system.

Though public support for state park systems generally increased throughout the country during the balance of the 1920s, there is no record of any legislative support for a state park system during that period in Montana. This is not surprising if we recall that preserving scenic wonders for the delight, inspiration and recreation of automobile tourists who wanted to escape the crowded conditions and noises of the cities was predominantly an urban-minded concept.

And Montana was anything but an "urban" state. In fact, in the 1920s not a single paved road crossed the state in its entirety and the total population of the state, the nation's third largest geographically, was less than 600,000. Also, at that time over a third of Montana was public land, including two national parks and more than 17 million acres of forest reserve land, both containing established camping and picnicking spots. Considering this vast resource base and the immense amount of land under public ownership, it is not hard to understand why the state and its residents relied heavily upon the federal government to provide recreation outside of cities and towns.

But the times were changing; income and leisure time were on the increase and the national call for more outdoor recreation areas was having its effect upon Montana as well.

Recognizing that the state's forest lands offered great recreational potential, Montana's state foresters had long advocated recreational as well as commercial use of forest land and had begun leasing sites for permanent camps and cabins. In keeping with this trend, in 1925 Gov. John Erickson appointed a new state forester, Rutledge Parker, who not only advocated recreational use, but also actively lobbied for the creation of a state park system in Montana.

Parker, who was eventually to become the founder of Montana's state park system, was a catalyst for the park movement in the state, and shortly after his installation, legislative support for outdoor recreation began to appear.

In 1929, a bill supported by the Kiwanis clubs throughout the state which sought to establish and fund a separate state park department was introduced into the state House of Representatives. Unfortunately, although the bill won easy passage in the House, the Senate committee on public lands recommended that it not be passed.

Not to be deterred in their hopes, however, the Kiwanis clubs put pressure on the legislature and eventually a bill was passed which designated the state forester as state park director and authorized the state Board of Land Commissioners to establish state parks and set aside state lands for park purposes. The bill, however, was actually only a compromise because, although the legislature had conceded to some of the wishes of the state park promoters, it did not create a separate parks department and no appropriations for parks were made. In fact, it was to be another 10 years until the legislature actually passed a comprehensive state parks law.

As the newly designated state parks director, Parker immediately began gathering the public and legislative support needed to establish a few "model" parks. By the 1930s, however, the country was in the depths of the Great Depression and there was little likelihood of receiving any additional legislative appropriations for park purposes. Thus, the state parks movement in Montana, as well as in the rest of the nation, found itself in a predicament that was remedied only with the aid of the federal government.

While the Depression ate away at America's heart, Franklin D. Roosevelt was elected President. During his campaign he had pledged to put Americans back to work and in his first 100 days in office, in an attempt to live up to this promise, he created the New Deal and a host of "alphabet soup agencies" designed to bring the country back to life.

One of the most famous of these agencies was the Civilian Conservation Corps (CCC). The bill creating the CCC, passed by Congress and signed by Roosevelt on March 31, 1933, provided for emergency conservation work in the nation's forests and parks and was the opportunity the states had been hoping for to revitalize their state park efforts.

Under the supervision of the National Park Service, the CCC was a major impetus for state park development, and during the Depression it spent nearly $300 million nationwide on state, county and metropolitan park improvement projects. With CCC

The ghost town of Bannack, Montana's first territorial capital, was recommended early for inclusion in the state park system. graphics: Dick Ellis

involvement, park development boomed and between 1930 and 1940, 22 states, including Montana, established agencies for acquiring and administering state parks.

In order to take full advantage of this federal support for parks, in 1934 Parker successfully lobbied for the creation of a State Recreation Committee which operated through the state Chamber of Commerce, then called Montanans Incorporated.

The fruits of the committee's efforts were encouraging. In February 1934, Gov. Frank Cooney asked the federal government to develop public facilities at Morrison Cave (then designated as Lewis and Clark National Monument) and by October 1935, a CCC company, previously stationed at Glacier National Park, had been transferred to the caverns. Consequently, with work on the caverns underway, and with the backing of the State Recreation Committee, the State Land Board met and passed a resolution naming the caverns as Montana's first state park.

While the CCC was busy developing the caverns, the federal government was encouraging the state to prepare for the active management of its own state park system. Arno Cammerer, director of the National Park Service at that time, had previously made it well known that the extent and character of National Park Service cooperation in park work with any state was dependent, in large part, upon the provisions made by the state for handling its own park problems.

The task of preparation again fell to Parker, who used a 1936 park study act to enlist the aid of the National Park Service in making a preliminary recreation inventory of the state. The report, which was included in an October 1937 report to Gov. Roy Ayers, outlined the need for funds to cooperate in a joint federal-state comprehensive study, a study which Parker hoped would help him express the need for state parks and state park legislation in an appeal to the 1939 legislative session.

Parker's request for funds was denied and it was now evident that his time for gaining the needed support for state parks before the 1939 legislature met was quickly running out.

Thus, Parker conveniently devoted the "Eleventh Biennial Report of the State Forester" (December 1938) to state parks, using the opportunity to embellish upon his earlier proposals with photos of potential parks, cost-benefit estimates, comparison charts and the testimony of prominent citizens.

Luckily, Parker was able to keep the support of long-time state park system promoters such as the Kiwanis clubs, and he sought their influence in pushing for a bill, introduced into the state House in January 1939, which would establish a state parks central design office and provide funding for the purchase of needed materials and land acquisition. Another bill, requesting just over $17,000 in appropriations for operating the system, was introduced as a separate measure. In this way, it was hoped that any reluctance of the legislature toward passing the operations appropriations bill would not endanger the passage of the state parks enabling bill itself.

Although, as predicted by Parker, the parks operations appropriations bill was defeated, the parks enabling bill passed early in the 1939 legislative session to become the first comprehensive state parks legislation in Montana.

Thus, for the first time in the history of the state, a separate state park commission was created with the state forester serving as both the secretary and state park director. In addition, the three-member commission, to be appointed by the governor, was given broad powers to conserve the scenic, historic, archaeologic, scientific and recreational resources of the state. Planning was emphasized as a method of determining which lands to acquire. The commission also was given the power to collect fees, grant concessions, make and enforce rules, accept federal aid and establish a separate fund for state parks. It was, in turn, ordered to make biennial reports of its activities to the legislature. In conjunction, the state highway department was empowered to build connecting roads to all parks.

Fortunately, although the state park commission didn't receive any appropriated operating funds, it still had Morrison Cave State Park (now Lewis and

Clark Caverns) from which to draw revenue. Also of benefit to the commission was its relationship with the State Board of Land Commissioners, which had authorization to set aside state school trust lands for park purposes.

Thus, completion of construction at Morrison Cave State Park was of primary concern because only by keeping the caverns open could the commission ensure that it would have the revenue to keep the infant park system alive. Even though the caverns were not officially dedicated until the spring of 1941, visitors had been allowed inside since 1938, and in 1939 an admission price of 75 cents for adults and 25 cents for children was initiated.

During the year of its dedication, nearly 4,000 people toured the caverns, but wartime shortages and gasoline rationing in subsequent years greatly reduced revenues to the park and in October 1943, all park operations at the caverns were suspended.

As soon as World War II ended, however, plans to reopen the park and expand the system further to meet an anticipated post-war recreation boom came to life. Early in 1946, the State Park Commission met in Helena to lay plans for carrying out these objectives and later that year the caverns, newly named the Lewis and Clark Caverns State Park, were reopened.

In addition, the commission honored Parker's suggestion that he be allowed to hire a full-time state park director, and set aside the funds for doing so.

The man Parker picked for the job, Walter R. (Barney) Rankin, who was to develop and expand the park system for the next six years, was a logical and easy choice for Parker to make; the two had become acquainted during CCC project years at the caverns, at which time Rankin was the project's superintendent.

Despite pleas emphasizing that tourism was Montana's third largest industry and that, in its present condition, the park system could never become self-supporting, it was not until 1947 that the legislature made an appropriation for park purposes. By that time, the commission was in charge of five state parks in northwestern and southwestern Montana, all of which had been donated to the state. These were Lewis and Clark Caverns, Bitterroot Lake, which was transferred from the state forester's office, Lone Pine and Missouri Headwaters, both of which were donated with use restrictions, and Yellow Bay on Flathead Lake, which was set aside by the state legislature.

With legislative support, the park commission also began accepting additional responsibilities for park development and maintenance at Goose Bay and Big Arm on Flathead Lake, at Rock Creek and Hell Creek on Fort Peck Reservoir and at Beaver Creek near Havre, the Missouri Headwaters, Pictograph Cave and Bridger Mountain. A CCC project had already made some recreational improvements at Beaver Creek, but by 1947 they had all but disappeared. Pictograph Cave also had been developed by Works Progress Administration (WPA) workmen during the Depression, but vandals in the ensuing years had completely destroyed the stone museum at the site and had removed all of the valuable Indian artifacts it housed.

Unfortunately, it appears that this great flurry of park system activity was a little too much for Rankin to handle. His bookkeeping procedures were far from adequate in keeping the widely scattered field work under wraps and the system quickly ran up a deficit of almost $24,000.

Because of this deficit, the state legislature took steps which eventually led to the dissolution of the State Park Commission. First it continued a very cautious appropriation for state parks and refused a request for funds to develop interior park roads. Additionally, it established a legislative task force to investigate the feasibility of a proposed reorganization plan for state government. Composed of four senators and four members of the House, the "Little Hoover Commission," as it was called, was directed to study and make recommendations concerning a plan to consolidate over 100 commissions and boards into a few major departments. It was hoped this move would give the governor and legislature more fiscal control over state government.

Because of the large State Park Commission deficit, several parks had to be closed, development postponed at others and Rankin taken off the payroll. These circumstances led the Commission for Reorganization of State Government to meet with the State Park Commission in the spring of 1952. That being an election year, the governor had decided to withdraw his support for the program because of its financial problems and the commission decided to recommend following through with a consolidation proposal.

Such consolidation was achieved in March 1953 when the newly elected governor, J. Hugo Aronson, signed into law a bill abolishing the State Park Commission and transferring all state park functions from the State Forester's office to the State Highway Commission.

As one of its first moves, the Highway Commission met in August 1953, and named Ashley Roberts as chief of its new State Park Division. Well aware of the problems of the past, however, the legislature continued its cautious support of state parks and set the parks appropriation for 1953 at only about $45,000 and provided for an average yearly increase during the next 12 years of less than $10,000 to cover inflation, pay raises and basic maintenance of new park areas. Nevertheless, during this period the Highway Commission was able to make major road improvements in state parks adjacent to the primary highway system and accepted responsibility for 19 new state parks, several of which have become the most outstanding recreational attractions in the state. These included several Flathead Lake sites, the ghost town of Bannack, the badlands of Makoshika, Medicine Rocks and Canyon Ferry Reservoir, among others.

The 1960s are recognized as a turning point for Montana's state park system as well as recreation throughout the nation. First, in January 1962, the

presidentially appointed Outdoor Recreation Resources Review Commission (ORRRC) submitted its lengthy report to President John Kennedy foretelling of a coming nationwide outdoor recreation explosion and suggesting recommendations for handling the onslaught. This, plus the establishment of the Bureau of Outdoor Recreation (BOR) by Congress in April of that same year, served as forewarnings to the states that they had better prepare for increased recreational management responsibilities.

The Montana Dept. of Fish and Game, recognizing that there would be a similar increase in pressure on its own recreation resources, and being fully aware that federal funds would soon be available to the states for recreation development, took immediate steps to prepare for the rush. To this end, in October 1963 a Division of Recreation and Lands Development was established to plan for and carry out the long-range recreational development and management of department lands. In addition, because these anticipated federal funds were to be administered only by state recreation agencies, department Director Frank Dunkle requested that Gov. Tim Babcock designate the Fish and Game Commission as the agency responsible for recreation in the state, which he did on April 1, 1964.

Although a Recreation Advisory Committee had existed informally for over 10 years in the State Park Division, in August 1964 Gov. Babcock established a separate 20-member Outdoor Recreation Advisory and Planning Committee and named Robert Cooney, chief of Fish and Game's Recreation and Lands Development Division, as its chairman. The committee's purpose was to plan for the state's implementation of the soon-to-be-enacted federal Land and Water Conservation Fund (LWCF) Act. This included advising the Dept. of Fish and Game on how to develop a Statewide Comprehensive Outdoor Recreation Plan (SCORP) to qualify for annual grants of nearly $1 million and, perhaps more importantly, to develop state legislation which would put the department in charge of these annual grants for outdoor recreation.

Recognizing the opportunity now present to coordinate all park and recreation activities under a single, parent agency, the legislature was faced with the choice of leaving administration of the parks program with the state Highway Commission, which made no effort to increase its budget even though 12 parks were scheduled to be dropped from the system, or transferring it to the Fish and Game Commission, thereby giving it the legal authority it requested to complement its existing recreation responsibilities. The legislature opted for the latter alternative and administration of the state park system was delegated to the Fish and Game Commission.

The dramatic upswing in park program development is tied to a national resurgence of interest in protecting recreation resources which took place during the mid-1960s. This new awareness was reflected nationally with the appointment of the ORRRC, the creation of the LWCF and the establishment of National Wilderness, Wild and Scenic River, and National Trail systems, as well as a number of new national parks and recreation areas.

A growing interest in recreation and natural resources was quite evident in Montana as well. For the first time in the history of the state, the legislature had established a state parks program within an agency that had not only the responsibility for several recreation programs of statewide importance and the field offices necessary to implement them, but also several sources of funding for their support.

The Fish and Game Commission gave formal recognition to these new responsibilities in June 1965 when it approved changing the name of the Recreation and Lands Development Division to the Recreation, Parks and Research Division. The name again was changed on January 1, 1966, when the division dropped the word "Research" from its title and became known as simply the Recreation and Parks Division. Although the division's responsibilities would not change, the name would be shortened even further to just the Parks Division on July 1, 1977, as part of an overall departmental reorganization plan.

The 1967 legislature was nearly as generous in allocating funds for state parks as the previous one had been. Not only was a motorboat fuel tax issued to generate more revenue for the system, but a 1963 law which removed the park system's earned revenue and placed it in the state's general fund also was revoked, once again allowing all park fees collected to be used exclusively by the Recreation and Parks Division. Also, by January 20, 1967, the 1965 SCORP had been updated, allowing the continued use of LWCF grants for acquisition and development of parks, recreation areas, historic sites and fishing access sites.

Early in 1967 Gov. Babcock, at the request of Dunkle, designated the Dept. of Fish and Game as the agency responsible for implementing the 1966

The automobile allowed Americans to travel farther in pursuit of recreation. These tourists are visiting the Bannack area. photo: courtesy Beaverhead County Museum

National Historic Preservation Act in Montana. Recreation and Parks Division Chief Wes Woodgerd was designated as the State Historic Preservation Officer (SHPO) and Babcock appointed a five-member Historic Sites Advisory Council to work with Woodgerd in preserving historic sites. Thus, another federal grant program had become available to the Recreation and Parks Division for acquisition and development of state parks with historic values.

The inclusion of these various funding sources into the state park system allowed the division to begin hiring regional parks managers to oversee parks acquisition and development throughout the state. Richard Ellis, the first parks manager hired, helped Fish and Game's District 4 Supervisor Nels Thoreson oversee the acquisition of several key access areas along the Missouri River Breaks, an area which would later be designated as a State Recreational Waterway and is now included in the national Wild and Scenic River System. At the same time, many new fishing and boating access sites were acquired on Montana's famous fishing and floating waters and several park system historic and archaeological sites, including the Madison Buffalo Jump and the ghost town at Bannack, were developed.

For the first time, it seemed, the state park system was growing and developing in pace with the demand for recreation space and access. Sixty-two new sites or areas were added to the system from 1965 through 1975, and nearly $3 million was spent to provide basic facilities such as roads, parking and toilets.

Yet, there was, at this time, still no comprehensive department-wide plan to coordinate the fragmented recreation, wildlife and historic projects that had been undertaken. However, that soon was to change.

In 1973, Recreation and Parks Division Chief Woodgerd was appointed director of the Dept. of Fish and Game and he in turn appointed Ashley Roberts to head the park system once again. As one of his first actions, Woodgerd created a Planning Division which was charged with producing a comprehensive strategic plan for all divisions of the department. By definition, this plan was to include statements on division goals, objectives and, most important, specific strategies for meeting those objectives. It was hoped that eventually the integration of recreation, parks and fish and wildlife strategies into a single plan would identify areas where several goals and objectives could be realized at once.

In the mid-1970s it became obvious that acquisition and development of parks and recreation areas with specifically earmarked federal and state grant funds could not continue indefinitely without proper planning and sufficient maintenance funds. The problem became particularly acute when the 1973 legislature set aside additional funds from fishing license sales for fishing access site acquisition and the 1975 legislature set aside a portion of the tax on mined coal for park acquisition. In other words, the system was in danger of having adequate funds to purchase additional areas but not enough money to provide access, facilities or maintenance.

But by now, fortunately, Montanans had developed a great respect and devotion for their state parks

The Civilian Conservation Corps installed new stairways and an electrical lighting system in Lewis and Clark Caverns during the 1930s as part of a $2 million improvement. photo: courtesy National Park Service

and during the next two years the state legislature not only responded to these park system projects, but even initiated its own park system projects and trust funds. The 1975 legislature, in fact, set aside $250,000 for the development of a park to commemorate the bicentennial year of the American Revolution. Many sites were considered by a select committee before choosing to develop the Missouri Headwaters into the state park that had been dreamed of since the 1930s. Matched with LWCF funds, total expenditures of over $500,000 have made the area one of the state's premier parks.

In October 1975, Ashley Roberts retired following 21 years of service to the state park system. He had developed the system, which had grown with the expanding needs of recreation in Montana, from 10 state parks in 1953 to nearly 200 parks, monuments, recreation areas, waterways, roads, trails and fishing access sites in 1975.

Roberts was succeeded by Ron Holliday as administrator of the Recreation and Parks Division. Educated in park management in Texas and Colorado, Holliday began applying modern methods of business management to the administration of state parks when he joined the system in 1968 as recreation specialist in Billings. He continued this trend as assistant administrator under Roberts by instituting project priority budgeting and insisting on strict financial responsibility.

Holliday's first job as the new division administrator and state park director was to find sources of operation and maintenance funding to supplement what otherwise would have to be a large request for general tax fund money from the state legislature. Although Gov. Tom Judge had been a long-time supporter of the park system, Holliday knew that even the governor could not ask the legislature to emphasize parks over the many other social services which relied solely on general tax revenues. Somehow, parks had to help "pay their own way."

These efforts culminated in several pieces of legislation in 1977. The Montana Snowmobile Association sponsored a bill to collect 0.3% of the state distributors' gasoline tax to be used by the Parks Division for operation and maintenance of snowmobile facilities. Furthermore, the snowmobile registration fee law was amended to allow these fees to be used for maintenance as well as development of

continued on page 37

An artist's conception of how the campground at Placid Lake State Reereation Area will appear when development is complete. graphics: Len Visual Design

Caring for Parks: Parks People at Work

by G. Wesley Burnett and Don Hyyppa

PARKS are for people. They are bought, built and opened with the intent that they be used. But use implies natural wear and tear as well as occasional abuse. Trash collects in cans or as litter. Wells must be tested periodically to assure that their waters are safe and clean. Buildings, exposed 12 months a year to Montana's harsh climate, must be painted, repaired and occasionally replaced. Unfortunately, the handiwork of the vandal, too, often must be mended.

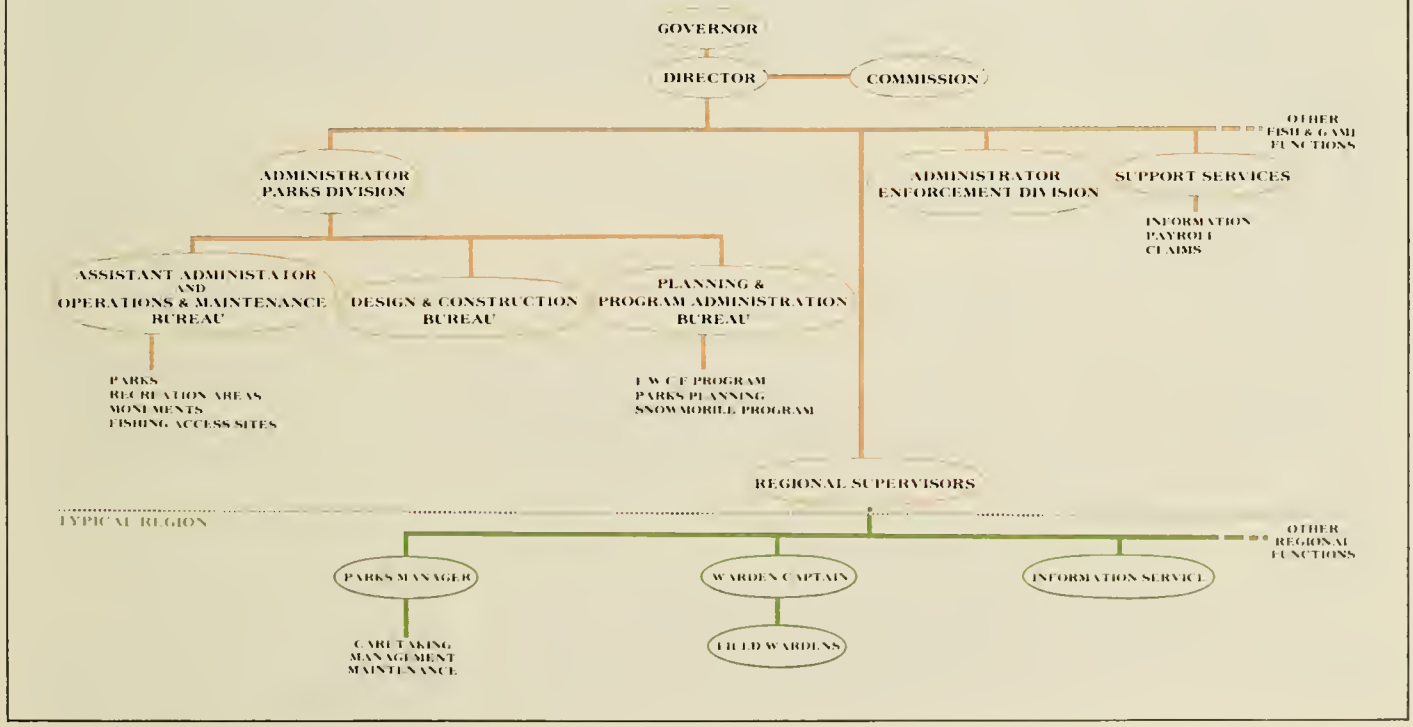
One glance at a map of Montana's state park system gives the viewer an idea of the enormous task the Parks Division has. Indeed, the complexity and size of the system merit a degree of orderliness and specificity seldom needed in a system of a smaller size.

That the system operates so smoothly is testimony to the ability of the state legislature to respond to and often anticipate the needs of the state park system. But, as with any efficiently functioning system obligated to a natural resource and responsive to the needs of users of that resource, the park system is more than enabling laws, appropriations and administrative procedures. Truly, it takes dedicated people many hours of hard work to keep Montana's state parks and recreation areas in a usable and enjoyable condition.

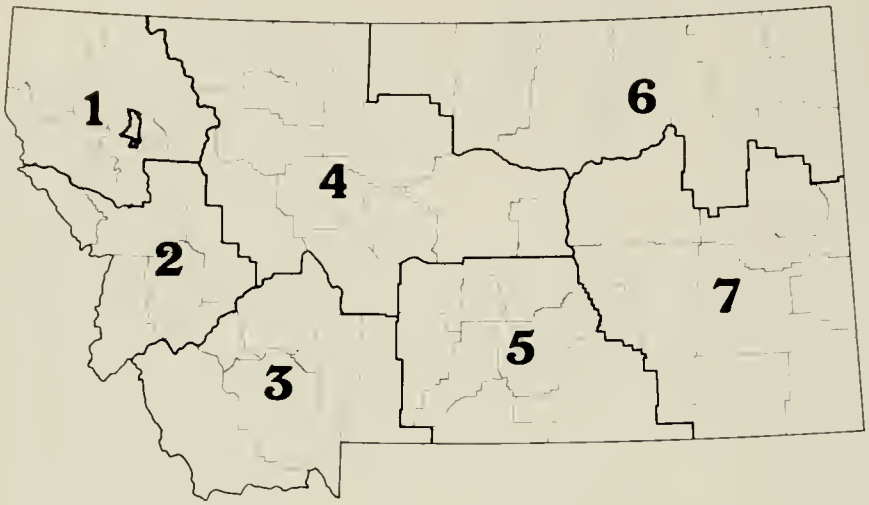
The Dept. of Fish and Game, in order to carry out the park responsibilities assigned to it by the legislature, employs a permanent and a seasonal parks staff. The current permanent staff consists of 33 managers, planners, technicians, maintenance, secretarial and clerical personnel. The seasonal staff is made up of employees with various skills and abilities hired to assist with park operations during specific times of the year. During the summer of 1978, for example, 105 seasonal employees were hired to assist with park grounds maintenance, the construction and repair of park facilities and other duties.

The state headquarters staff, located in Helena, is responsible for general policy guidance, for park management and planning and for the administration of specific statewide park-related programs. As its head, Parks Division Administrator Ron Holliday is accountable to depart-

The Management Team



Regional Offices



REGIONAL OFFICES

Region 1	
Kalispell	Regional Supervisor—Tom Hay
490 N. Meridian Road	Parks Manager—Tony Buechel
755-5505	Warden Captain—Louis Kis
Region 2	
Missoula	Regional Supervisor—Jim Ford
3309 Brooks	Parks Manager—Tom Greenwood
549-1496	Warden Captain—Earle Davis
Region 3	
Bozeman	Regional Supervisor—LeRoy Ellig
Route 3, Box 274	Parks Manager—Dick Ellis
586-5419	Warden Captain—James Ramsey
Region 4	
Great Falls	Regional Supervisor—Nels Thoreson
Route 4, Box 243	Parks Manager—Dennis Workman
454-3441	Warden Captain—Robert Chesterfield
Region 5	
Billings	Regional Supervisor—Roger Fliger
1125 Lake Elmo Drive	Parks Manager—Ray Berntsen
252-4654	Warden Captain—Elmer Davis
Region 6	
Glasgow	Regional Supervisor—Dick Johnson
Route 1-210	Parks Manager—John Little
228-9347	Warden Captain—Leonard Secor
Region 7	
Miles City	Regional Supervisor—Keith Seaburg
Box 430	Parks Manager—Dan Vincent
232-4365	Warden Captain—Bill Maloit

STATE HEADQUARTERS

Helena	
1420 East Sixth Ave.	Director—Robert Wambach 449-3186
449-2535 (switchboard)	Parks Administrator—Ron Holliday 449-3750
	Law Enforcement Administrator—
	Erwin Kent 449-2452

ment Director Robert Wambach for implementation of all Parks Division programs and is the state officer responsible for the administration of the Land and Water Conservation Fund (LWCF) in Montana. Holliday, in turn, supervises a staff of management and operations specialists whose expertise in certain areas is used to develop and implement policy for Montana's park system.

The division's assistant administrator, Don Hyyppa, is responsible for the general operation of the Parks Division—its budgeting, personnel management and day-to-day operations. To Hyyppa falls the unenviable task of Helena office management. There are accounts to be cleared, file systems to be managed, bills to be paid, personnel to be hired, assigned, evaluated or released and a thousand more details to be looked after. In addition, Hyyppa receives budget requests from field personnel as well as Helena staff. He trims, coordinates, balances and synthesizes the tangle of requests until they become a workable budget which, when finally approved by the legislature, must be monitored and controlled. Lastly, he represents the Parks Division administrator on specific projects or in Holliday's absence.

Statewide recreation planning and a number of special studies are the responsibility of Wes Burnett, chief of the division's Bureau of Planning and Program Administration. Every five years, the bureau is required to present a plan which is in accord with U.S. Dept. of the Interior recreation planning guidelines and which meets the approval of Montana's governor if Montana is to be eligible for federal Land and Water Conservation Funds. Burnett and State Planner Dave Conklin recently developed the department's five-year plan for state parks as a portion of the Statewide Comprehensive Outdoor Recreation Plan, a plan which offers state recreational policy guidance to all federal, state and local outdoor recreation-

Project sketches, such as this perspective of the creative play area at Giant Springs State Park (left), are prepared for public review before construction proceeds (graphics: Len Visual Design). Construction of the Giant Springs parking area is monitored to ensure compliance with plans and specifications (F&G photo: Richard Mayer). Landscaping and interpretive panels (bottom) add a finishing touch to the construction projects. (F&G photo: Harley Yeager).

oriented agencies in Montana. The newly adopted plan, which recently received approval of the governor and the U.S. Heritage Conservation and Recreation Service, as well as an endorsement by the U.S. Fish and Wildlife Service, for the first time combines fish, wildlife and park resources into a single "strategic plan" for the department's immediate future. The planners also assist in development of short-range plans, budgets and special surveys and inventories.

Two major grants programs, the LWCF and the state snowmobile program, are under the supervision of Ron Aasheim, program manager for the Parks Division. In his duties, Aasheim and Assistant Program Manager Gretchen Nelson solicit eligible projects for both of these programs from potential sponsors, generally local governments. They assist with the preparation of applications for grants and with the selection of projects to be funded. Once a project is funded, they help get the local government officials through a tangled maze of federal and state laws and regulations, making certain that the project is conducted on a timely basis and according to specifications. And most important to local officials, they make sure that grant monies are quickly and correctly allocated.

Expansion and rehabilitation of park system sites are the responsibility of Design and Construction Bureau Chief Richard Mayer. Mayer, a landscape architect, and a staff of four engineers and a draftsman prepare master plans for state parks and recreation areas, write construction specifications, prepare cost estimates for all major construction

or repair projects in the parks and coordinate the work of private consultants. In addition, the bureau provides field supervision for most construction projects.

Dept. of Fish and Game field activities are carried out through seven regional headquarters located throughout the state. Stationed at each regional office, a Dept. of Fish and Game regional supervisor is responsible to the department director for all departmental activities within his region. In order to meet these charges, each regional supervisor has working under his direction a staff of specialists responsible for certain departmental functions—law enforcement, wildlife management, fisheries and park management.

Park management at each of these headquarters is carried out by the regional parks manager who has the responsibility for seeing that all state park areas in his region are maintained in the best condition possible. His staff of full-time and seasonal park managers, caretakers and maintenance crews perform most of the field work necessary to keep the park system in optimum condition for visitors. In addition, he assists the Helena headquarters staff with the planning and design of new areas within his region as well as with the administration of the state snowmobile program, the supervision of regional Land and Water Conservation Fund projects and decisions on land acquisition proposals. These duties require that he know the people and places of his region as most of us know our own families and front yards. The regional parks manager is also the leader in coordinating park and recreation activities carried out by other state agencies, the federal government, and Montana's cities, towns and counties.

Of special importance to the regional parks manager, as well as to the park system itself, is the regional warden force. The warden captain and his staff enforce (in addition to fish and game laws) the parks, boating safety and snowmobile regulations. Working in cooperation with parks personnel trained in law enforcement and other officers of the law, the wardens assist in making the state's parks and recreation areas safe and pleasant places to visit.

The Law Enforcement Division, however, is only one of a number of other divisions within the Dept. of Fish and Game which works in cooperation with the Parks Division. In truth, all the divisions, at various times, work in conjunction with the state parks program.

Because Montana's state parks and recreation areas are created for and belong to the people, it is of utmost importance that the Parks Division be made aware of the concerns and wishes of everyone who enjoys the outdoor recreation they offer. Only by doing so can we be sure that we are working effectively for you. If you have questions or suggestions concerning the state park system, we urge you to let us know at any regional Fish and Game office or at the department's headquarters in Helena. And remember, recreation areas administered by the Montana Dept. of Fish and Game are public facilities. If you feel you have been discriminated against in any way, please call the state Human Rights Division in Helena, 449-2884, collect.

Help us to help make your state parks, monuments and recreation areas better places for today's visitors and tomorrow's generations. ■

Contributors

Dave Conklin ("The Long Road to Riches" and "Park System Ingredients"), the Dept. of Fish and Game's state planner for outdoor recreation, has worked as a recreation consultant with the Montana Dept. of State Lands and, as Fish and Game's historical sites management officer between 1973 and 1976, was a principal author of the state's "Historic Preservation Plan." Conklin, who has an M.S. degree in forestry from the University of Montana, Missoula, served as the Parks Division coordinator for this special issue of *Montana Outdoors*.

Wes Burnett (co-author, "Caring for Parks" and "Turning Money into Management") is chief of the department's Planning and Project Administration Bureau. Burnett, who has M.A. and Ph.D. degrees in geography from the University of Oklahoma, Norman, has held positions with the Montana State Library and the state Water Quality Bureau, and is an affiliate faculty member of the geography department at UM.

Don Hyyppa (co-author, "Caring for Parks" and "Turning Money into Management"), assistant administrator of the Parks Division, has been with the state parks program for over 20 years. Beginning as a Lewis and Clark Caverns tour guide while in college, he later became superintendent of the caverns and then a parks designer in Helena.

Ron Aasheim ("The Land and Water Conservation Fund," co-author, and "Montana's Snowmobile Program"), the department's parks program manager, has an M.S. in recreation area management from Montana State University, Bozeman. Before joining the department, Aasheim worked as a natural resource specialist with an economic research consulting firm in Bozeman.

Ron Holliday (co-author, "The Land and Water Conservation Fund") is administrator of the department's Parks Division. Holliday, who joined the state parks program in 1968 as a recreation specialist in Billings, has an M.S. in park and recreation administration from Colorado State University in Fort Collins. He has been the division's administrator since 1975.

Gov. Thomas L. Judge ("A Look to the Future") has been a strong supporter of parks and recreation programs throughout his 18 years in public office. As a legislator, he authored the Montana Motorboat Fuel Tax Bill which set aside funds for improvements at state parks and recreation areas where motorboating is allowed. In addition, he has been a staunch advocate of the Land and Water Conservation Fund program as a means of providing financial assistance for both state and local recreation projects. Gov. Judge has recently been influential in the expansion and improvement of the Missouri Headwaters area into a Bicentennial State Park and in the acquisition and inclusion of the Mt. Haggin Ranch and Wild Horse Island into the state park system.

The front and back covers, as well as much of the photography within this issue, are a tribute to the talents of **Garry Wunderwald**, assistant manager of the state highway department's Travel Promotion Unit. As the unit's coordinator of photos and publicity, Wunderwald's photographs have appeared on many of Montana's travel promotion and recreation brochures.

A chapter of Montana's history is preserved for all to see at Bannack's Meade Hotel. F&G photo: Dick Ellis

Park System Ingredients: Many Parts Make the Whole

by David G. Conklin

A backpacker follows a trail that winds through a cathedral of virgin pines. His feet fall silently on cushioning moss as he presses across the sunflecked ferns and grasses of the forest floor. Smoke curls lazily from a campfire by a still mountain lake, lending its perfume to the clear alpine air. Riders on horseback gallop across a meadow, splashing gaily through the bright water of a chattering stream. Rockhounds prowl along the face of a cliff to read in its ancient stone the story of eons past. A photographer freezes the moment when a glowing, setting sun dyes a snowscape magenta and throws leafless branches of winter trees into lacy, india-ink relief. A painter hastens with brush and canvas to seize the fleeting enchantment of burnished, autumn-gold willows, radiant in a hazy, Indian-summer afternoon. In Montana the outdoors has a promise for every man in every season.

* * * * *

Thus was Montana's "great outdoors" described recently in a promotional travel brochure. And the flavor is very realistic. The state's seemingly endless variety of lands and waters are certainly capable of producing a treasure house of savory recreational experiences.

But these experiences are dependent upon more than just land and water alone. In truth, many other ingredients are necessary to produce a worthwhile recreational experience. The previously mentioned backpacker follows a well-designed and maintained trail, and the campfire glows within the fire ring of a campsite cleared of hazardous undergrowth. Similarly, horseback riding facilities, access roads and trails, bridges, parking areas, restrooms, interpretive signs, recreation guides and more are necessary ingredients if we are to realize the rewards we seek with our leisure time.

In this way, establishing a state park in Montana might be compared to the baking of a cake. First, you find an outstanding attraction—recreational, scien-

tific, scenic or cultural—and then combine it with proper planning and design to create a desirable product.

As with any cake, though, some sort of recipe must be followed when combining these ingredients. The recipe for Montana's state park system is contained in the state park law, regulations and classification criteria.

Although state park laws have been amended from time to time, the original purpose of the state park system, as defined by the state legislature in 1939, has remained unchanged. And, indeed, this purpose seems well worth repeating: State parks, it said, are: ". . . for the purpose of conserving the scenic, historic, archaeologic, scientific, and recreational resources of the state and providing for their use and enjoyment, thereby contributing to the cultural, recreational, and economic life of the people and their health." State park system areas, therefore, must be managed with these purposes in mind.

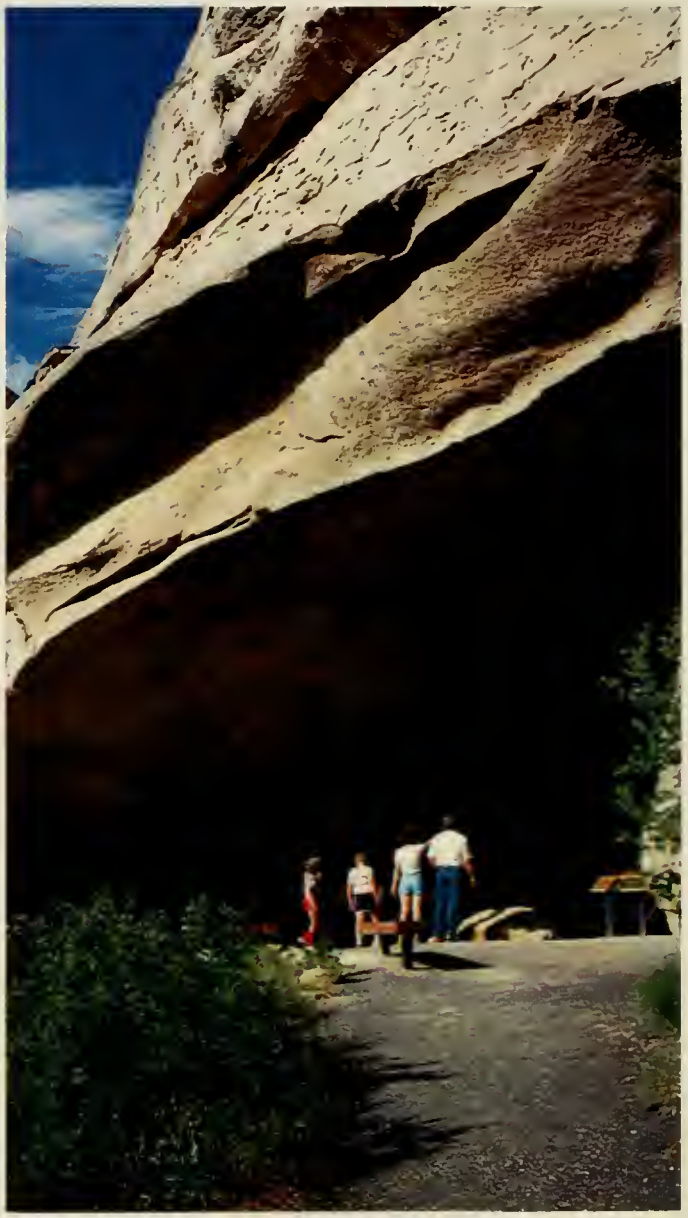
A close analysis of the law reveals the wisdom and foresight of that legislature nearly 40 years ago in anticipating the variety of social and economic goods and services that could be provided by a state park system. The law, for example, is conservation-oriented rather than preservation-oriented. While state parks are to be conserved, appropriate use and enjoyment also must be provided. Recreation, in truth, is only one of a number of important resources that state parks should conserve. Others include scenic, historic, archaeologic and scientific resources.

As the law states, however, state parks not only should provide us with recreational values, but also should contribute to our culture, our economy and our health. Without exception, state parks should provide these values to all people who care to take advantage of them, regardless of age, sex, status, family background or residency.

State law bestows on the Dept. of Fish and Game the powers and duties necessary to effectively carry out the above purposes. In this function prospective areas are studied to determine if they should be added to the state park system. Areas, sites and historical objects, if deemed worthy, are then added to the system by purchase, lease agreement, donation or, as a last resort, condemnation. Finally, these areas are designated by the department as either state parks, state historical sites, state monuments, state recreation areas or whatever classification may be appropriate.

In order to protect these areas and make them safe for visitors, state law allows the department to make and enforce certain rules and regulations. Some typical regulations now in effect include the prohibition of shooting at many state-owned recreation areas, a regulation mandating that pets in these areas be kept on a leash, the forbiddance of littering and a requirement for camping permits at park system sites in certain areas. Fish and Game wardens and parks personnel trained in law enforcement are paid by state park system funds to ensure that these regulations are enforced.

Canyon Ferry Reservoir (above) has become a meeca for recreationists (F&G photo: Bob McKenna). Interpretive panels at Pictograph Cave State Monument describe how man utilized this environment to fulfill his needs 5,000 years ago (photo: Garry Wunderwald).



Another important set of rules adopted by the Fish and Game Commission outlined criteria to be considered when classifying a specific area. Although the park laws stipulate that the department can label an area with any designation it deems necessary, by the late 1960s the Parks Division had accumulated such a wide variety of park system areas, both in purpose and size, that the lack of specific criteria for assigning classifications to them resulted in many noticeable designation inconsistencies.

The development of classification criteria in 1969 helped to provide orderly and efficient administration of the parks program by describing the purposes and physical characteristics of several types of park system areas. These criteria function as standards for the Parks Division when considering the acquisition, designation and redesignation of park system components and as guides in funding and in determining appropriate development and management procedures. Criteria have been developed for state parks, state recreation areas, state monuments, state recreational waterways and state fishing access sites.

Each unit in the state park system is a unique combination of natural or cultural resources enhanced by development and management according to appropriate criteria and regulations. These units, in themselves, are little more than small, rather typical pieces of Montana; but as a system they protect and make accessible some of the most outstanding lands and waters in the state.

Below is a sampling of park system areas which illustrate the unique values we all seek to conserve for our enjoyment. Truly, many of Montana's greatest scenic, historic, archaeologic, scientific and recreational assets are already contributing to the "life of the people and their health" as units of the state park system.

Preserving the Scenics of Flathead Lake

Containing nearly 200 square miles of surface area, Flathead Lake is the largest natural freshwater lake in the western United States. Fishing is renowned in this "jewel of the Northwest" for cutthroat trout, Dolly Varden, Mackinaw and kokanee salmon. The east shore of the lake, in the shadow of the perpetually snowclad glacial peaks of the Mission Mountains, offers a 35-mile drive of unexcelled beauty. In summer, roadside stands on the east shore offer a variety of locally grown cherries, apples, plums and other tempting fruit to passersby.

Several of Montana's earliest and most beautiful state park areas were established on Flathead Lake for patently clear reasons. Not only has the lake always been an outstanding scenic and recreational attraction, but also almost the entire shoreline was then in some form of private ownership and public access was desperately needed. Over the years, numerous recreation sites have been added to the state park system through acquisition or donation to provide increased public lakeshore access and excellent recreational opportunities. These sites include Sportsman's Bridge, Big Fork and Juniper Beach Fishing Access sites; Wayfarers, Woods Bay, Yellow Bay, Finley Point, Walstad Memorial, Big Arm and Elmo State Recreation Areas; West Shore State Park, and the newly acquired Wild Horse Island State Park.

These areas are classified and managed according to the values they best represent. Sportsman's Bridge Fishing Access Site, encompassing five acres near a bridge close to the mouth of the Flathead River, is surrounded by fenced, private land, and contains a minimum of facilities—an access road, boat ramp and picnic tables. Here, providing access to the lake, rather than facilitating multiuse recreation, is of primary importance.

The character of Yellow Bay State Recreation Area also is reflected by its classification. The area's 10 acres of beautiful beaches and timbered slopes is fully developed and extremely popular for picnicking, camping, fishing, swimming and boating.

In addition, one of Montana's newest state parks, Wild Horse Island, preserves in a near-natural condition over 2,000 acres of one of the most scenic and unique islands in the United States. Isolated beaches, dense forests, azure bays and a magnificent Rocky Mountain bighorn sheep herd are only a part of the wonders of this state park.

At scenic Flathead Lake, the state park system effectively provides for a variety of recreational pursuits through proper management of a series of parks, recreation areas and fishing access sites.

History Comes to Life at Bannack

Nationally recognized as an historic landmark, the ghost town at Bannack preserves a slice of time and a way of life from an important era in our nation's history. Represented here are gold mining in all its phases, frontier politics, outlaw violence, vigilante justice and pioneer commerce, domestic life and religion. Because of its historic importance, Bannack State Park has been developed over the past 10 years into the most popular and best preserved historical attraction in the state park system.

An impressive array of "firsts" is associated with Bannack's history. A brawling, bustling town in its day, Bannack was born seemingly overnight in August 1862, the result of the first major gold strike in Montana; in 1864, Bannack became the first territorial capital of Montana. Here also, the notorious Henry Plummer gang robbed and murdered its way into history and eventually was captured and hanged by the first vigilante group formed in the territory. In 1895, the first electric mining dredge in North America began operation at Bannack, and here, too, one of the first churches in the new Montana territory was built under the direction of traveling preacher, Brother William Van Orsdell, during an impending Indian attack.

Preserved within the 235-acre Bannack State Park is much of the original townsite with repre-

sentative buildings from various periods of the town's history. Surrounding the town is a landscape which has retained its historic character and includes a typical "Boot Hill" cemetery.

Primary management objectives for the park are to maintain the town's historic integrity and provide for meaningful visitor experiences. To accomplish this objective, Bannack has been rehabilitated to present an authentic setting for the interpretation of Montana's history. Many facets of frontier business and commerce are represented by buildings which have been stabilized and restored to their original condition.

The Parks Division's interpretive program at Bannack is designed to provide the visitor with an opportunity to observe, learn about and, in essence, participate in events that formulated Montana's historic heritage. Future interpretive programs will include audio tours of the Bannack site, historical dioramas, an authentic restoration of homes and businesses, living history demonstrations and visitor participation in re-enacted frontier mining community activities.

The varied mining history of the area is an important interpretive theme. In the future, therefore, all phases of mining will be demonstrated and explained, from placer and hydraulic to hard rock and dredging. Working replicas and stationary displays of historic mining machinery will serve as interpretive focal points. One long-range goal is the construction of a replica of the F.L. Graves electric dredge. Future plans may also include a museum building matched to the town's frontier architecture and dedicated to regional history.

Presently, visitor camping and parking facilities are provided on the western edge of the Bannack townsite in an area which is screened from view. Within the town, all motorized vehicle use will eventually be replaced by horse, wagon and foot travel to reflect Bannack's frontier legacy.

Bannack's potential as a "living museum" represents a wealth that can be proudly shared by all of us when visiting the ghost town, while reading about its history or simply by knowing it is there.

Pictograph Cave's Archaeological Treasure

Located in the sandstone outcroppings of the Bitter Creek Valley a few miles south of Billings, Pictograph Cave State Monument preserves the remains of a prehistoric culture 5,000 years old. Due to its national importance in defining and interpreting the archaeological significance of the Middle Prehistoric Period some 1,500 to 7,000 years ago, it was designated as a National Historic Landmark in 1964.

The monument, locally known as the Indian Caves, is not really composed of true caves, but consists of three separate, shallow rock shelters. The largest of these is Pictograph Cave, which is followed in size by Ghost and Middle caves. Together, they were the home of several prehistoric cultures which depended primarily on buffalo hunting for their existence.

The name of the monument was taken from the many rock paintings which covered the walls of the largest cave. These pictographs, which once numbered more than 100, were painted with various natural dyes such as red ochre, animal fat and plant resins. They depict many events, animals and human-like figures, but unfortunately, their true meanings have passed on with their creators.

The development of the caves began in 1937 when archaeological excavations were conducted by a 60-man Works Progress Administration (WPA) crew. All artifacts, bone fragments and plant remains were located, recorded and preserved by the archaeologists, and an attractive stone museum was built at the caves in 1939 to house these items.

There was no state park system at that time to assume management of the area, however, and as more and more people visited the area, the caves began to show signs of wear and tear. Many of the pictographs were eventually covered with graffiti and the ground strewn with litter and torn by errant wheel tracks. If this wasn't enough, the little museum was ransacked only a year after it was built and later was gutted by fire. Unfortunately, the artifacts have never been recovered.

Since becoming a state monument in 1949, Pictograph Cave has made a great comeback; the site has been closed to overnight camping to help deter vandalism; graffiti and litter have been removed; indiscriminate roads and trails have been blocked off and rehabilitated, and landscaping, interpretive trails, signs, restrooms, a picnic area and a parking area have been added. Today at Pictograph Cave State Monument, you may once again catch a glimpse of the distant past and hear the song of the meadowlark as did those who lived there 5,000 years ago.

Lewis and Clark Caverns: A Scientific Curiosity

Montana's first and best known state park, Lewis and Clark Caverns, is also one of its most unusual. Discovered in the late 1800s but not well explored until the 1930s, the park, which embodies one of the largest and most spectacular limestone caverns in the Northwest, has been the subject of much scientific study and fascination. Here, water seeping through cracks in limestone bedrock has created huge, beautiful and often delicate stalactites, stalagmites, clusterites, helictites and flowstone of pure white, tan, pink, rusty brown and iron red. Large rooms within the caverns such as Cathedral, Garden of the Gods, Princess's Palace and Paradise, received their names from the effects created by these formations. Also preserved within the underground portions of the park are many unique forms of cave life—from furry bats to translucent insects. On the surface is found over 2,000 acres of complex plant and animal communities associated with the rocky slopes and narrow valleys of Cave and Eagle mountains.

A geologist's paradise, the caverns area contains a mixture of rock formations sure to whet the curiosity of all but the most casual visitor. Many have such unusual and unpronounceable names as "crinoid stems in fossiliferous microcrystalline limestone," "scalenohedron crystals" and "quartz feldopathic gneiss."

President Theodore Roosevelt recognized the historical and recreational potential of Lewis and Clark Caverns and proclaimed them a National Monument in 1908. The caverns' designation was changed to that of a state park when the federal government granted them to the state in 1937. Since that time, a road and trails have been completed through the park to the cave; interior lighting and walkways have been added, and a visitor center, concession building, campground and picnic area constructed.

Today, a full range of activities is offered at the park. You may take a guided tour through the caverns, study the displays and interpretive signs in the visitor center, follow a self-guided nature trail, picnic, camp, or fish near the park on the Jefferson River or just take a drive on the scenic park road. Lewis and Clark Caverns State Park, encompassing an area of 2,770 acres, exemplifies the many recre-

Criteria for Park System Components

STATE PARKS

Purpose:

To provide high-quality recreation experiences distinctive and notable enough to attract people on a state, regional or national basis.

Description:

Open-space areas of unique scenery or other outstanding natural features of an aesthetic, historical, geological, archaeological or scientific nature. State parks will be selected on the basis of these inherent characteristics without regard to geographic location.

Development and Management:

Development of roads and desirable facilities will be planned with precise and sensitive regard for all natural features and without impingement upon the visitors' aesthetic and intellectual sensibilities. Management will be directed toward retention of state parks in as near a natural condition as possible, without impairment of ecological features and values.

STATE RECREATION AREAS

Purpose:

To provide a broad selection of outdoor recreation opportunities in a natural setting which may be used by large numbers of people.

Description:

Contain natural or artificial resources which provide outdoor recreation opportunities that will attract visitors from beyond the local area. They may be located in areas which have serious deficiencies in public outdoor recreation facilities, provided that such recreation areas should not be furnished in lieu of municipal, county or federal facilities.

Development and Management:

Protection of the natural environment and aesthetic qualities should be paramount except development for intensive use may require alteration of the natural environment. However, the aesthetic qualities of the areas will be retained to the greatest degree possible by careful planning and construction of facilities.

STATE MONUMENTS

Purpose:

To preserve, protect and enhance objects, features or places of historical, geological, archaeological or scientific importance, including commemoration of outstanding persons or events.

Description:

Sites of optimum form and size for the protection and enhancement of the objects, features or places concerned, including adequate space for parking, if appropriate, and other accommodations for anticipated day use.

Development and Management:

Standard constructions will be facilities for providing access, parking, sanitary conditions and water. Other service facilities may be added if required. Overnight camping will ordinarily not be allowed. Development may also include restoration of historical structures and installation of protective devices. Maximum benefit to visitors may be achieved by providing museums, outdoor dioramas and other interpretive exhibits.

STATE FISHING ACCESS SITES

Purpose:

To provide permanent, public access to high-quality rivers, streams and lakes.

Description:

Areas adjacent to high-quality fishing waters accessible by an existing or acquired public right-of-way and of adequate size to permit practical use of the waters concerned for fishing and, when appropriate, other water-based recreation.

Development and Management:

Accommodations will consist of facilities for day use and, in certain cases, overnight camping. Boat-launching ramps, road building and fencing may be necessary. Management will involve proper identification of the site and maintenance of public right-of-way and service facilities.

STATE RECREATIONAL WATERWAYS

Purpose:

To protect and enhance the natural and historical values of state waterways and to provide opportunity for enjoyment of these values.

Description:

Rivers or streams, generally undeveloped, possessing outstanding scenery and/or important historical features and susceptible to increasingly heavy recreational use.

Development and Management:

Accommodations for day use, camping, floating, fishing or other recreational activities will be provided. Public areas for lunch stops and overnight camping will be conveniently distributed along the course such that they will permit leisurely floats from one area to the next in four hours or less. Development will also include wells for drinking water where necessary. Management will primarily involve maintenance of public areas and identification of sites and points of historical or geological interest for visitors.

STATE RECREATION ROADS AND TRAILS

The Dept. of Fish and Game believes that the scenic and cultural attributes of certain Montana roads and trails are of high recreational value and warrant formal protection against uncontrolled use and development.

Preparation of criteria for state recreation roads and trails is in progress, along with other plans for this valuable expansion of the state park system.

ational opportunities that can be offered when a scientific resource is protected and managed for the use and enjoyment of all as a state park.

Managing for Recreation at Canyon Ferry

Fifteen miles east of Montana's capital city lies the 35,200-acre, 25-mile long Canyon Ferry Reservoir created by impounding the Missouri River. Nestled between pine- and juniper-clad hills, this reservoir has become one of the foremost recreational attractions in Montana due to its proximity to many of the state's largest urban areas—Helena, Great Falls, Butte, Bozeman, Deer Lodge and Anaconda. Residents of Billings and eastern Montana even find it worth their while to return over and over again to a favorite spot with a charming name such as Loreli, Mahogany Cove or Cave Bay.

Canyon Ferry State Recreation Area became an attraction in 1957, soon after the reservoir was filled by the U.S. Bureau of Reclamation. At that time, the Parks Division, then a part of the Montana Highway Dept., entered into an agreement with the bureau to initiate recreational management of the shoreline. This included developing and managing recreation access to the lake and adjacent shoreline, 24 developed recreation sites, three concessionaires and 266 recreational cabin sites.

This form of management has resulted in huge dividends for Montana's recreationists. Attracted to the reservoir by its excellent fishing, abundant wildlife, clean water and majestic mountain scenery, Montanans come individually, in families and in groups to enjoy the 2,787-acre state recreation area. After picking a spot to camp or picnic, in the fall and winter they hunt, snowmobile, go ice fishing or skating; and in the spring and summer they swim, fish, go boating and water skiing, socialize, rest and relax, and drink beer—sometimes too much beer.

With this year-round "intensive" use—hard play by lots of people—have come problems more common to the eastern states than to Montana. More people require more facilities, more regulations and more maintenance. Also, more people bring about more vandalism and an occasional nasty flaring of tempers.

To help control the undesirable consequences of intensive use, changes have been made. A full-time park manager has been assigned to Canyon Ferry. The size of his maintenance crews is increased dramatically during the summer months, as is the number of wardens who assist him. After years of wear and tear, most of the northwest shore recreation areas have now been closed to overnight use while major development or rehabilitation takes place to convert them into day-use areas. As these areas are rested and restored, major new camping and recreational vehicle areas are being planned and developed elsewhere on the shores of the lake. And, as recreational cabin site leases are renewed, every lot is inspected to be sure that safe and sanitary conditions are maintained. It is hoped that these changes, improvements and use limitations at campgrounds will be understood and accepted by most visitors.

Without the aid of electric lights, stairways and tour guides, most people would never see the wonders of Lewis and Clark Caverns (top). Likewise, development at state parks, recreation areas and fishing access sites provides many facilities to those seeking water-based recreation. photos: Garry Wunderwald

With an estimated 400,000 visitors last year and more coming each year, "intensive management" for "intensive use" has become a necessary ingredient to ensure that Canyon Ferry will remain the most popular state recreation area in Montana.

Providing Access for Recreation

It is a simple fact that the state of Montana does not own much land devoted to outdoor recreation, and with limited budgets and increasingly competitive real estate markets, it is doubtful that it ever will. Therefore, it is imperative that the limited funds available be used wisely on land investment.

One of the wisest and most obvious strategies available is to purchase land which, while it may not be spectacular in itself, opens access to important

MONTANA RECREATION GUIDE

photo by Gary Wunderwald

Yellow Bay on Flathead Lake

photo by Dick Ellis

West Shore of Canyon Ferry Reservoir

By Dan Beck

STATE PARKS

1	BANNACK E3	US 91 S at Dillon milepost 57 then NW on secondary 278 21 miles
2	GIANT SPRINGS B4	US 87 in Great Falls milepost 1.7 then E 3 miles on secondary roads
3	LEWIS & CLARK CAVERNS 03	US 10 W at Three Forks milepost 271
4	LONE PINE A2	3 miles SW of Kalispell on secondary 503
5	LOST CREEK 03	US 10A E of Anaconda milepost 5 then NW 8 miles (Trailers not recommended)
6	MAKOSHIKA C8	I 94 in Glendive Milepost 216 4 miles SE at town on county road
7	MEDICINE ROCKS 09	State 7 N of Ekalaka milepost 12 then W 1 mile on county road
8	MISSOURI HEADWATERS D4	I 90 at Three Forks milepost 278 then N 5 miles on Secondary 286
9	WEST SHORE**	US 93 20 miles S of Kalispell milepost
10	WILDHORSE ISLAND**	Access from Big Arm State Recreation Area via boat to Little Skeeko Bay (NW side of island)

STATE MONUMENTS

1	BEAVERHEAD ROCK D3	State 41 N of Dillon milepost 14
2	CHIEF JOSEPH A5	US 2 in Chinook milepost 403 then S on Ohio Street 16 miles on secondary 240
3	CHIEF PLENTY COUPS 06	I 90 at Billings milepost 452 then E on secondary to Pryor then W 1 mile on county road
4	CITADEL ROCK B5	On Missouri River No vehicle access
5	COUNCIL GROVE C2	W of Missoula 10 miles on Mullan Road
6	FORT MAGINNIS B5	US 191 N of Lewistown milepost 9 then E 10 miles on county road
7	FORT OWEN C2	US 93 S of Missoula at Stevensville
8	GRANITE C2	US 10A at Philipsburg then 3 3 miles (Trailers not recommended)
9	GREYCLIFF PR. DOG TOWN 05	I 90 E of Big Timber milepost 390
10	MADISON BUFFALO JUMP 04	I 90 E of Bozeman milepost 283 then S 7 miles on county road
11	NATURAL BRIDGE 04	US 10 at Big Timber milepost 381 then S on secondary 298 27 miles
12	PICTOGRAPH CAVE 06	I 90 E of Billings milepost 452 then S 8 miles on County road
13	POWDER RIVER DEPOT C8	On Missouri River No vehicle access
14	ROSEBUD BATTLEFIELD 07	N of Decker New equisition. Public access not yet developed
15	SLUICE BOXES C9	US 89 S of Belt milepost 180 then W 2 miles on county road
16	ULM PISHKUN B4	I 15 S at Great falls at Ulm milepost 274 then W 4 miles on county road

RECREATION AREAS

1	ASHLEY LAKE A1	US 2 W Kalispell milepost 105 then N 13 miles on county road
2	BEARTOOTH C3	I 15 at Wolf Creek then NE on US 91 2 miles then S 5 miles on county road
3	BEAVERTAIL HILL C2	I 90 SE Missoula milepost 119
4	BIG ARM**	US 93 N of Polson milepost 74
5	BITTERROOT LAKE B1	US 2 W Kalispell milepost 101 then N 5 miles
6	CAVE BAY*	US 287 E of Helena milepost 55 then NE 10 miles on secondary 284
7	CEMETERY ISLAND*	Canyon Ferry Reservoir E of Helena Boat access only
8	CHALET**	US 287 E of Helena milepost 55 then NE on secondary 284 to Yatch Basin then S ½ mile
9	CHINAMAN'S*	US 287 E of Helena milepost 55 then NE 10 miles on secondary 284
10	COAL BANKS LANDING B4	US 87 W of Fort Benton milepost 87 then S 8 miles on county road
11	CONFEDERATE*	US 12 E of Townsend milepost 2 then N 19 miles on secondary 284
12	CODNEY D5	US 212 SW of Lavina milepost 90 at Boyd then W 8 miles on county road
13	COTTONWOOD*	US 287 W of Townsend milepost 75
14	COURT SHERIFF*	US 287 E of Helena milepost 55 then NE 9 miles on secondary 284
15	COW ISLAND B5	On Missouri River No vehicle access
16	CRITTENDON*	US 287 E of Helena milepost 55 then NE on secondary 284 to Yatch Basin then S 6 miles
17	DEADMAN'S BASIN C5	US 12 E of Harlowtown milepost 120
18	EAST ROSEBUD C7	I 90 at Forsyth then W through town
19	ELMO**	US 93 N of Elmo milepost 18
20	FINLEY POINT**	State 35 E of Polson milepost 9 then W 6 miles
21	FISH HAWK*	US 287 E of Helena milepost 55 then NE on secondary 284 to Yatch Basin then S ½ mile
22	FRENCHTOWN POND C2	I 90 W of Missoula milepost 91 then W 1 mile on frontage road
23	HELL CREEK B7	State 200 at Jordan milepost 213 then N 24 miles on county road
24	HELLGATE*	US 287 E of Helena milepost 55 then NE 17 miles on secondary 284
25	HOLE IN THE WALL B5	On Missouri River No vehicle access
26	INDIAN ROAD*	US 287 N of Townsend milepost 75 at bridge
27	JAMES KIPP B5	US 191 N of Lewistown milepost 262
28	JD BONNER*	US 287 E of Helena milepost 55 then NE 11 miles on secondary 284
29	JUDITH LANDING B5	US 87 at Big Sandy milepost 78 then SE 44 miles on secondary 236
30	LAMBLTH MEMORIAL B2	US 93 at Dayton milepost 83 then NW 7 miles
31	LEWIS & CLARK*	US 287 E of Helena milepost 55 then NE on Secondary 284 to Yatch Basin then S 1 mile

RECREATION AREAS

32	LOGAN B1	US 2 W of Kalispell milepost 77
33	LORELEI*	US 287 E of Helena milepost 55 then NE on secondary 284 to Yacht Basin then S 1½ miles
34	MAHOGANY COVE*	Canyon Ferry Reservoir Boat access only
35	MISSOURI RECREATION RD C3	Frontage Road I 15 N of Helena From milepost 219 to 250
36	MOUNT HAGGIN D3	State 274 S of Anaconda Various access points
37	NELSON A6	US 2 E of Malta milepost 488 then N 1 mile on county road
38	ORCHARD*	US 287 E of Helena milepost 55 then NE on secondary 284 to Yacht Basin then S 2 miles
39	OVERLOOK*	US 287 E of Helena milepost 55 then NE on secondary 284 to Yacht Basin then S 1 mile
40	PAINTED ROCKS 02	US 93 S of Hamilton then SW on secondary 473 23 miles
41	PLACID LAKE C7	Secondary 200 3 miles S of Seeley Lake then 3 miles W on county Road
42	PONDEROSA*	US 287 E of Helena milepost 55 then NE 8 miles on secondary 284
43	RIVERSIDE*	US 287 E of Helena milepost 55 then N1 on secondary 284 to Canyon Ferry Village then NW 1 mile on county road
44	ROCHE JAUNE C8	Trousdale St. A N Sixth Miles City
45	ROCK CREEK B7	State 24 S of Glasgow milepost 30 then W 7 miles on county road
46	RODKERY A5	US 2 W of Havre milepost 383 then N across Milk River then W 4 miles on county road
47	SALMON LAKE C2	Secondary 209 5 miles S of Seeley Lake
48	SHANNON*	US 287 E of Helena milepost 55 then NE 8 miles on secondary 284
49	SILOS*	US 287 N of Townsend milepost 70
50	SLAUGHTER RIVER B5	On Missouri River No vehicle access
51	SOUTH SANDSTONE C8	US 12 W of Baker milepost 800 then S 7 miles on county road
52	THOMPSON FALLS B1	State 200 NW of Thompson Falls milepost 50
53	WALSTAD MEMORIAL**	US 93 N of Polson milepost 72
54	WAYFARERS**	State 35 at Bigfork milepost 72
55	WEST ROSEBUD C7	US 12 at Forsyth South side of bridge milepost 270
56	WHITE EARTH*	US 287 SE of Havna to Weston milepost 84 then L 5 miles on county road
57	WHITEFISH A2	US 93 W of Whitefish milepost 129 then N one mile
58	WOOD'S BAY**	State 35 S of Bigfork milepost 27 then W one mile
59	YELLOW BAY**	State 35 N of Polson milepost 17

1—Group use area—deposit required—Call 449 3750

FISHING ACCESS

1	ABSAROKA 05	I 90 at Columbus milepost 408 then S on secondary 307 to Absarokee then W 4½ miles on secondary and county roads
2	ACKLEY LAKE C5	US 87 W of Lewistown milepost 56 then W 5 miles then SE 4 miles on county roads
3	ARAPOOISH 06	I 90 at Hardin milepost 497 then E on secondary 384 one mile then NW 1 mile on county road
4	ARDO LAKE B3	Secondary 221 E of Choteau 1 mile then N on secondary 378 17 miles
5	ASHLEY CREEK B2	US 2 W of Kalispell milepost 108
6	AXTELL BRIDGE 04	US 191 S of Belgrade milepost 27
7	BEAN LAKE B3	US 287 at Augusta milepost 38 then S 15 miles on secondary 434
8	BEAR PAW LAKE A5	US 2 at Havre milepost 387 then S on secondary 234 13 miles
9	BEAVER LODGE 05	US 212 W of Red Lodge milepost 26
10	BIG FORK**	State 35 at Bigfork milepost 31 NE side of bridge
11	BIG HORN 06	I 90 at Hardin milepost 497 then S 29 miles on secondary 313
12	BIG PINE C1	I 90 S of Superior milepost 66 then NW 5 miles on county road
13	BIG ROCK 05	I 90 at Big Timber milepost 369 then S 9 miles on county road
14	BIG TIMBER BRIDGE 05	I 90 N at Big Timber 1 mile
15	BLACKTAIL CREEK E3	I 15 S of Dillon milepost 62 then SE 34 miles on county road
16	BLANCHARD LAKE A2	US 93 S of Whitefish milepost 125 then W on county road
17	BLUEWATER 06	US 310 S of Laurel milepost 32 then SE 9 miles on county road
18	BOOT JACK LAKE B2	US 93 NW of Whitefish milepost 122 then S & W 5 miles on county rd
19	BOULDER FORKS 05	I 90 at Big Timber milepost 381 then S on secondary 298 37 miles
20	BOZEMAN POND D4	MS 191 W edge of Bozeman milepost 87
21	BRANUM POND C8	I 94 at Miles City milepost 135 then N 1 mile on I 94 loop
22	BRATTEN 05	I 90 E of Big Timber milepost 382 then W 5 miles on frontage road
23	BUFFALO JUMP 05	I 90 at Columbus milepost 408 then S on secondary 307 to Absarokee then S on secondary 419 to milepost 26
24	BUFFALO MIRAGE 05	I 90 at Park City then SE 6 miles on county roads
25	BULL SPRINGS 05	US 212 W of Red Lodge milepost 27
26	BURNT TREE HOLE E3	State 287 W of Ennis milepost 1 then S 2 miles on county road
27	CAMERON BRIDGE 04	I 90 at Belgrade milepost 298 then S on secondary 291 2 miles then W on county road 2 miles
28	CAMP BAKER C4	US 89 at White Sulphur Springs milepost 126 then NW 13 miles on secondary 360 then N 10 miles on county road
29	CARDWELL D3	I 90 W of Three Forks milepost 256 then S 1 mile across the river
30	CARTER FERRY B4	U.S. 87 W of Great Falls milepost 76 then SE 5 miles on county road

FISHING ACCESS

31	CASTLE ROCK 05	I 90 at Columbus milepost 408 then S on secondary 307 to Absarokee then W on secondary 420 23 miles
32	CAUSEWAY C3	I 15 N of Helena milepost 200 then E 5 miles on secondary 453
33	CEDAR MEADOW C3	Blackfoot Road between Helmville & Ovando on county road
34	CHIEF LOOKING GLASS C2	US 93 S of Missoula milepost 77 then E 7 miles on county road
35	CLEARWATER CROSSING C2	State 200 E of Missoula milepost 31
36	CLIFF SWALLOW 05	I 90 at Columbus milepost 408 then S on secondary 307 to Absarokee then W 10 miles on secondary 420
37	COBBLESTONE D4	I 90 at Logan milepost 283 then S 1 miles on county road
38	COLE POND A6	US 2 S of Malta milepost 489 then NE on secondary 243 milepost 8
39	CO OP COUNTY ACCESS A2	Lessure Drive Kalispell
40	CORWIN SPRINGS E4	US 89 S of Livingston milepost 7
41	CRYSTAL LAKE B1	US 2 W of Kalispell milepost 72
42	DAILEY LAKE E4	US 89 S of Livingston milepost 31 then E across river on secondary 540 4 miles then S 6 miles on county road
43	DEEP DALE C4	US 287 S of Townsend milepost 82
44	DEVON RESERVOIR A4	US 2 W of Chester milepost 297 then N one mile on county road
45	DROUILLARD D4	US 10 W of Three Forks milepost 289
46	EIGHT MILE FORD E3	State 287 W of Ennis milepost 1 then S 4 miles on county road
47	ELK ISLAND B8	State 16 N of Glendive milepost 30 then E 1 mile on county road
48	EMIGRANT D4	US 89 S of Livingston milepost 31 then E across bridge
49	ENNIS D3	US 287 at Ennis Milepost 48
50	ERSKINE B2	I 90 W of Missoula milepost 91 then W 1 mile on frontage road
51	EUREKA RESERVOIR B3	US 93 N of Choteau milepost 345 then W 6 miles on county road
52	FAIRWEATHER D4	I 90 at Logan milepost 283 then N 14 miles on county road
53	FALLON BRIDGE C8	I 94 NE of Terry milepost 187
54	FAR WEST B2	1 mile W of Rossbud then N ½ mile on county road
55	FISHERMAN'S POINT D5	I 90 at Columbus milepost 408 then S on secondary 307 milepost 44 then W ½ mile on county road
56	FISHTRAP CREEK D2	State 83 N of Wisdom milepost 69
57	FLAT IRON RIDGE B1	State 200 NW of Thompson Falls milepost 69
58	FLORENCE C2	US 93 S of Missoula milepost 75 then E 1 mile on county road
59	FOREST GROVE B1	I 90 W of Missoula Tarkio Exit then W 5 miles
60	FORKS C1	I 90 S of Superior milepost 87 then SW 7 miles on county road
61	FT PECK DREDGE CUTS B7	State 24 S of Glasgow milepost 58 then N on secondary 269 to milepost 5
62	FOUR CORNERS D4	I 90 at Manhattan milepost 288 then E 3 miles on secondary 346
63	FRESNO DAM A5	US 2 W of Havre milepost 370 then N 2 miles on county road
64	GALLATIN FORKS 04	I 90 at Manhattan milepost 288 then N 2 miles on county road
65	GARTSIDE B8	State 16 S of Sidney milepost 62 then W 1 mile on county road
66	GLEN 03	I 15 W of Dillon milepost 85 then S 8 miles on frontage road
67	GLEN LAKE A1	US 93 S of Eureka milepost 174 then E 6 miles on county road
68	GRAY CLIFF 04	I 90 at Logan milepost 283 then S 15 miles on county roads
69	GREY BEAR D5	US 10 W of Big Timber milepost 380 then NW 1 mile on county road
70	HANNON MEMORIAL D2	US 93 S of Hamilton milepost 72
71	HARPER LAKE C7	Secondary 209 S of Seeley Lake milepost 1
72	HARRISON LAKE D3	US 287 N of Ennis milepost 75 then E 5 miles on county road
73	HARRY MORGAN C2	State 200 at Ovando then S 4 miles on county roads
74	HELENA REG RES C3	N of Helena on Montana Ave to secondary 280 then E 8 miles
75	NORSETHIEF E5	US 212 W of Red Lodge milepost 78 then S 2 miles on county road
76	INDIAN FORT D5	I 90 E of Big Timber milepost 397 then N 1 mile on county road
77	INTAKE B8	State 16 N of Glendive milepost 16 then S on county road
78	ISAAC HOMESTEAD C7	I 94 Wyhem Interchange milepost 67 then E 5 miles on county roads
79	ITCH KEP PE 05	I 90 at Columbus milepost 408 then S on Secondary 307 2 miles
80	JUNIPER BEACH**	US 93 N of Polson milepost 80
81	KELLY ISLAND C2	At Missoula Reserve St to Sorgin Road then W 2 miles on Spurgin Road
82	KILA B2	US 2 W of Kalispell milepost 112 then S 1 mile on county road
83	KIWANIS LANE A2	US 2 at Kalispell milepost 123 then S on Shady Lane E on Conrad Dr
84	KOHRS BEND C3	I 90 W of Deer Lodge milepost 178 Buck Hill Exit 1 mile W on frontage road
85	KOKANEE BEND A2	US 2 W of Kalispell milepost 126 then W 3 miles on county road
86	KUHNS A2	US 2 E of West Glacier milepost 177
87	LOCH LEVEN 04	US 89 S of Livingston milepost 46 then E 2 miles then S 4 miles on secondary 540
88	LODN LAKE I B2	State 35 at Bigfork then E on 209 S on Crane Mr. Road
89	LOON LAKE II A1	US 93 S of Eureka milepost 182 then W 8 miles
90	LOWER CARTER POND C5	US 191 N of Lewistown milepost 5
91	MAIDENROCK D3	I 15 at Melrose milepost 93 then W 6 N 6 miles on county road
92	MALLARD'S REST 04	US 89 S of Livingston milepost 67

FISHING ACCESS

93	MARL LAKE A1	US 93 S of Eureka milepost 155 then W 4 miles on county road
94	MARTINSDALE RES C5	1 mile E of Martinsdale on county road
95	MEADOW LAKE D3	US 287 N of Ennis milepost 55 then E 2 miles on county road
96	MEDICINE TREE C2	I 90 W of Drummond milepost 126 Across river Floating access only
97	MONTURE C2	State 200 W of Lincoln milepost 28
98	MORAINE 05	I 90 at Columbus milepost 408 then S on secondary 307 to Absarokee then W on secondary 420 26 miles
99	MURPHY TRACTS C2	Blackfoot River near Ovando Floating access only
100	NINEMILE PRAIRIE C2	State 200 W of Lincoln milepost 28 then W 3 miles on county road
101	OLD STEEL BRIDGE A2	US 2 at Kalispell milepost 123 then S on Shady Lane E on Conrad Dr
102	PARADISE D4	US 89 S of Livingston milepost 46 then E 7 miles then S 6 miles on secondary 540
103	PARK LAKE C3	I 15 S of Helena milepost 187 then W 12 miles on county road (Harvest Service)
104	PARROT CASTLE D3	State 287 S of Whitehall milepost 5 then E 3 miles on county road
105	PETTY CREEK C2	I 90 at Alberton milepost 77 2 then E 2 miles on frontage road
106	PIPE ORGAN E3	I 15 S of Dillon 15 miles
107	PISHKUN RESERVOIR B3	US 287 N of Augusta milepost 68 then NW 12 miles on county road
108	POKER JOE C2	US 93 S of Missoula milepost 70 then E 1 mile on county road
109	PRESSENTINE BAR A2	US 2 E of Kalispell W on LaSalle to Birch Grove Road
110	QUEEN OF THE WATERS E4	US 89 N of Gardiner milepost 5
111	RAYNOLDS PASS E4	US 287 NE of West Yellowstone milepost 8 then S to bridge
112	RIVER JUNCTION C2	State 200 W of Lincoln milepost 64 then S 5 miles on county road
113	ROSEBUD ISLE 05	I 90 at Columbus milepost 408 then S on secondary 307 to Junction S of Absarokee then SW 3 miles on secondary 419 to Fishtail
114	RUSH HALL C8	State 7 S of Wibaux milepost 52 then W 3 miles on county road
115	SAVAGE LAKE A1	US 2 E of Troy milepost 12 then S on secondary 202 2 miles
116	SCHWARTZ CREEK C2	I 90 E of Missoula Clinton Exit then 2 miles E on frontage road
117	SELKIRK C4	US 12 W of Harlowtown milepost 80
118	SEVEN SISTERS B8	State 16 N of Glendive milepost 41 then E 1 mile on county road
119	SHEEP MOUNTAIN 04	I 90 E of Livingston milepost 340 then N 2 miles on U S 89 then 6 miles on county road
120	SKYLES LAKE A2	US 93 W of Whitefish milepost 131
121	SMITH RIVER C4	US 89 at White Sulphur Springs milepost 136 then NW 13 miles on secondary 360 then N 8 miles on county road
122	SOPHIE LAKE A1	State 37 NW of Eureka milepost 85 then N 4 miles on county road
123	SPORTSMAN'S BRIDGE B2	US 93 S of Kalispell milepost 104 then E on secondary 208 to milepost 8
124	SPORTSMAN'S POND C8	State 7 S of Baker milepost 70 then W ½ mile on county road
125	STILLSON BRIDGE C5	US 191 N of Lewistown milepost 2 then W 3½ miles on secondary 505 then S ½ mile on county road
126	SWINGING BRIDGE C5	I 90 at Columbus milepost 408 then S on secondary 307 to milepost 8
127	TEAKETTLE A2	Sale 40 at Columbia Falls milepost 1
129	TETRAULT LAKE A1	State 37 NW of Eureka milepost 85 then N 3 miles on county road
129	TIZER LAKES C3	I 15 S of Helena milepost 176 then E 10 miles on pack trail
130	TOBACCO RIVER A1	State 37 NW of Eureka milepost 63 then W on county road
131	TURAH C2	I 90 E of Missoula milepost 112 then SE 2 miles on county road
132	TWO LEGGINS D6	I 90 at Hardin milepost 497 then S on secondary 312 milepost 8
133	UPPER CARTER POND C5	US 191 N of Lewistown milepost 2
134	UPSATA LAKE C2	State 200 W of Lincoln milepost 41 then N 4 miles on county road
135	VALLEY GARDEN D3	US 287 N of Ennis milepost 1 then S 10 miles on county road
136	VARNEY BRIDGE E3	US 287 W of Ennis milepost 1 then S 10 miles on county road
137	WATER BIRCH 05	US 212 W of Red Lodge milepost 29
138	WELCOME CREEK C2	I 90 E of Missoula milepost 125 then S 12 miles on county road
139	WHITE BIRD 05	I 90 at Columbus milepost 408 then S on secondary 307 to milepost 2
140	WHITEFISH RIVER A2	US 2 E of Kalispell N on LaSalle then W on Wyeast Road
141	WHITEFISH SATELLITE A2	US 93 W of Whitefish Boat access only
142	WHITETAIL RESERVOIR A8	State 5 E of Scobey milepost 11 then N on secondary 511 to milepost 5
143	WILLIAMS BRIDGE 03	I 90 W of Three Forks milepost 274 then SW on U S 10 S miles then S 2 miles on county road
144	WILLOW CREEK RES B3	5 miles E of Augusta on Gibson Reservoir Road

* See Canyon Ferry Map **See Flathead Lake Map

Prepared by Parks Division
Dept. of Fish and Game, Helena

1
2
3
4
5
6
7
8
A
B
C
D
E
Flathead Lake Recreation Areas
Canyon Ferry Recreation Areas
Legend . . .
State Parks
State Monuments
Recreation Areas
Fishing Access Sites

public recreational resources otherwise denied to the public.

An obvious example of such a resource is a river or a lake. Here the interests of fishermen and other recreationists have merged, and the importance of providing these users with an avenue to such resources is evident. To provide such access, a portion of the money from each Montana fishing license sold is set aside or "earmarked" for the acquisition and development of state fishing access sites. Since these sites obviously provide for more activities than just fishing, each earmarked dollar derived from fishing license sales is matched, whenever possible, with a dollar from the federal Land and Water Conservation Fund. The administration of these sites—their maintenance, repair and protection—is the responsibility of the Parks Division.

Typically, fishing access sites are the smallest components in the state park system. While some relatively large sites have been acquired, most are smaller than 30 acres and many are no larger than an acre or two. Yet, there are a great number of them, and because of their rather small size and abundance, improvements at these sites are usually held to a minimum. Some remain entirely primitive, but most receive minor improvements to assure that the site is protected—access roads, parking areas, restrooms and a few permanent fireplaces.

Although they are small and relatively undeveloped, fishing access sites are totally sufficient for their purpose: providing recreational boaters, floaters and fishermen with a point where they may enter or leave a lake or river, or where they may conveniently camp or picnic while using a river or lake. Many fishing access sites are popular with fishermen in both the summer and the winter, and oftentimes provide locations for ice skating, sledding and snowmobiling during the winter months.

The purpose of fishing access sites, however, suggests that while they may be small and primitive, they should be plentiful on the popular waterways. Sites are bought and developed with this thought in mind. For example, nine are found on the Madison River, five on the Gallatin, seven on both the Jefferson and Big Hole, seven on the Stillwater and 20 on the Yellowstone. In fact, over 140 fishing access sites can now be found on the waterways and lakes of Montana, providing a vital key to the enjoyment of some of our major recreation resources.

Summary

Each component in the state park system is designed to accomplish one or a number of purposes—to protect and interpret a significant historic place or event, to reveal an important scientific resource, to provide an opportunity for organized or concentrated recreation, or just to allow one to enter a refreshing summer river and drift for a day or a week in leisure. But, in essence, they do much more than that; they provide a variety of outdoor experiences for Montanans, a variety of experiences necessary to a full understanding and enjoyment of our Montana outdoors. ■

Lewis and Clark Caverns State Park photo Media Mill

Canyon Ferry photo Garry Wunderwald

Montana's Parks: For the Benefit of the People

text by Henry David Thoreau

Chief Plenty Coups Memorial State Monument
F&G photo Paul Bushaw

Salmon Lake State Recreation Area photo Garry Wunderwald

That man is richest whose pleasures are the cheapest

Rock Creek State Recreation Area photo Garry Wunderwald

Time is but the stream
I go a-fishing in

Sluice Boxes State Monument photo Garry Wunderwald

Greycliff Prairie Dog Town State Monument F&G photo Tom Warren

To be awake is to be alive

Snowmobile facilities photo Donita Sexton

The Land and Water Conservation Fund:
Do You Know What it Does for You?
by Ron Aasheim and Ron G. Holliday

HAVE YOU EVER played tennis on the junior high school courts in Bozeman, been swimming in the pool at Rose Park in Billings, played golf at Buffalo Hills Golf Course in Kalispell, picnicked or camped at South Sandstone State Recreation Area near Baker or drifted a muddler minnow through a deep run at Greycliff Fishing Access Site near Three Forks? If you have, then the recreation area you used, like many others in Montana, was made possible, in part, by the federal Land and Water Conservation Fund (LWCF).

The LWCF, which provides assistance for the acquisition of public recreation lands and the construction of public recreation facilities, was the offspring of a 1962 report to Congress entitled "Outdoor Recreation for America." The report, submitted by the Outdoor Recreation Resources Review Commission, outlined recommendations concerning national recreational needs in the future. According to the commission, adequate provisions were not being made at that time for handling the nation's rapidly expanding need for additional outdoor recreation opportunities. It also said that the gap between the supply of recreation areas and the demand for more of them would widen in the future.

As a first step in attempting to meet these pro-

jected outdoor recreation demands, the President created the Bureau of Outdoor Recreation (BOR). A part of the Dept. of the Interior, the BOR was charged with (1) inventorying and classifying outdoor recreation in the United States, (2) preparing a nationwide outdoor recreation plan, (3) providing technical assistance to the states, (4) encouraging interstate and regional cooperation in planning, acquisition and development of outdoor recreation resources and (5) sponsoring research and education related to outdoor recreation.

Congress realized that the BOR, once established, could be an effective vehicle for administering a nationwide grants-in-aid program for outdoor recreation and thus, in 1964, created the Land and Water Conservation Fund. Delegated to the BOR for administration on the federal level, it was hoped that the fund would be the impetus, according to the wording of the Land and Water Conservation Fund Act, for providing a "diversity of outdoor recreation resources which would allow individual active participation in a variety of outdoor recreation pastimes." Each state was given the authority to administer the fund within its boundaries.

Because sufficient funding was recognized as the key to the act's success, Congress authorized a budget ceiling of $300 million a year for the period from 1965-89. By this action, Congress could then allocate up to this amount each year in the funding allocation process. As stated in the act, specified federal agencies were to receive a maximum of 40% of the money provided annually, with the states receiving the remainder.

Financing for the fund comes from four sources: (1) from outer continental shelf mineral lease receipts, the major source; (2) from a federal tax on the fuel used by motorboats; (3) from entrance and user fees collected at federal recreation areas, and (4) from the sale of surplus federal property. Federal income taxes are not used in the funding process.

The Parks Division of the Dept. of Fish and Game administers the LWCF in Montana and, in this function, receives and distributes funds to eligible sponsors with acceptable projects throughout the state. Eligible sponsors in the state include incorporated cities and towns, counties, state agencies and institutions, Indian tribes and, under certain conditions, school districts.

As the program is structured, the state receives and passes on to sponsors money from the fund for the planning, acquisition and development of public recreation areas and facilities. This money, apportioned in the form of reimbursable grants, may cover up to 50% of the total cost of a project. In other words, for every $1 spent by a sponsor in connection with establishing a public recreational facility in Montana, up to 50 cents can be reimbursed from the fund.

In the 14-year history of the LWCF, Montana has received over $22 million in LWCF funding. When added to the matching funds provided by project sponsors, this means that over $44 million has been spent on establishing public outdoor recreation areas and facilities in the state as a result of, or in connection with, the LWCF.

Over $9 million of the LWCF funding Montana has received has been spent acquiring, planning and developing state fishing access sites, state parks and state recreation areas. In all, 55 of Montana's state recreation areas and parks and 106 of its fishing access sites have been benefited by grants from this fund.

Many communities in the state also have purchased and/or developed their own park and recreation facilities through LWCF funding. Indeed, since the inception of the LWCF, Montana communities have received approximately $13 million from the program, and to date, over 75% of Montana's incorporated cities and towns, located in 50 of the state's 56 counties, have sponsored projects and received financial assistance from the program. All together, over 450 projects in the state have been approved for LWCF funding.

Many potential sponsors express concern that a project they have in mind may either be too large or too small to be considered for assistance. Most of these concerns, however, are not well founded. Nearly 20% of the money Montana has received from the fund has been committed to projects requiring

Arnold Palmer (left) waits his turn at Kalispell's Buffalo Hills Golf Course built with assistance from the Land and Water Conservation Fund (LWCF) (F&G photo: Ron Aasheim). Interpretive trails and signs at Pictograph Cave State Monument (below) also were made possible through financial assistance from the Land and Water Conservation Fund (photo: Garry Wunderwald).

LWCF monies have recently been in great demand to help Montana's communities build additional recreational facilities, such as tennis courts in Helena (above), baseball diamonds in Missoula (right) and tot lots in Anaconda (far right). F&G photos: Ron Aasheim.

less than $10,000 for completion, and another 20% has been given to those requiring more than $100,000. Projects requiring a total expenditure of less than $1,000 and others requiring more than $1 million have been approved and funded.

Competition for LWCF funds has increased tremendously in the last few years. Early in the fund's history, LWCF funds available annually for Montana far exceeded requests for funding. In 1976, however, the situation changed, because for the first time, more money was requested than was available. In 1977, the Parks Division received requests for approximately one and one-half times as much money as was available, and in 1978, funds requested were three times greater than the available amount.

The dramatic increase in competition for limited funds prompted development of a system for ranking projects and subsequently awarding funds on the basis of clearly stated and objective standards. This system was developed in 1977 in consultation with the state's communities and other states which had already developed ranking systems. The procedure was approved by the Fish and Game Commission and is now used in determining which projects will receive financial assistance each year.

In general, projects providing the greatest recreation opportunity to the broadest spectrum of people—multiple use, multiple season-type projects—receive highest rankings, and are the most likely projects to be accepted. For example, a project proposal to develop a park with playground equipment, picnic tables, open space for games and an ice skating rink or pond would rank higher than a proposal for a tennis court complex (a single-use, single-season facility). In addition, the amount of previous LWCF funding received, how effectively previous grants were administered, other public facilities available and the applying sponsor's source of funding affect a project's chances for acceptance.

The LWCF program has been highly successful in

providing much needed financial assistance for increasing recreational opportunities. However, the funding program has not been without its problems. For example, confusion in the federal accounting system created the impression that the fund was not being fully used by the states. As a result, Congress considered not making a Land and Water Conservation Fund appropriation for 1976. When that confusion was cleared up and Congress became aware of the facts, not only was the program fully funded for that year, but funding limits for subsequent years were increased; the funding ceiling was increased to $600 million for 1978, $750 million for 1979 and $900 million for each year through 1989.

In 1976, however, Congress also increased the percentage of the fund that could be used by the federal government and, additionally, increased the number of federal agencies permitted to partake of it. Although the original legislation which created the LWCF stated that *no more* than 40% of the annual available funds could be used by federal agencies for land acquisition, the new legislation changed the program's complexion, specifying that *not less* than 40% of the money available annually should be apportioned to federal agencies.

Earmarking not less than 40% of the LWCF monies for use by the federal government had an immediate and significant impact on the whole LWCF program. Whereas the original intent of the LWCF was to give the states and their communities the majority of the funds available, federal land acquisition programs were apportioned an almost equal share during the first year following the law change. As a result, in fiscal year 1978, instead of the original 60%-40% state-federal split, actual distribution of the funds gave only 51% to the states. Thus, many projects which would have been approved on the state level were necessarily rejected, and those which could be accepted were maintained within tighter budget restrictions. The reduction in the percentage of regular funds apportioned to the states in 1978 amounted to about $45 million and resulted in Montana's regular LWCF apportionment being reduced by about $400,000. When adding the $400,000 in matching funds which project sponsors would have provided, potential recreation projects totalling $800,000 were eliminated. Such an amount could have financed 60-70 new tennis courts or two new, Olympic-sized swimming pools. This shift from support of local and state projects to an increased support of federal land acquisition programs is a major concern regarding the future of the program.

Another event affecting the LWCF program has been the creation of a new federal agency to replace the now defunct BOR. The new agency, the Heritage Conservation and Recreation Service, was created earlier this year by Secretary of the Interior Cecil Andrus. Not only were the duties previously assigned to the BOR delegated to this new agency, but administration of the Historic Preservation Act of 1966, previously administered by the National Park Service, was given to it as well.

Although buying and building are not the only answers to meeting the recreation needs of our citizens and guests, the fact remains that the Land and Water Conservation Fund is, by far, the single most important funding source for outdoor recreation in the state and the nation. Public awareness of the many benefits of the program, its administration on the state and federal level and its treatment by Congress is paramount if the future of such federal grants for outdoor recreation is to be ensured. ■

APPLYING FOR ASSISTANCE

In order to be considered for financial assistance from the Land and Water Conservation Fund in Montana, an applicant must:

(1) qualify as an eligible sponsor,
(2) have at least 50% of the project costs,
(3) complete brief application forms.

Applications are accepted through November 1 of each year, and grant approval decisions are made by February 1.

Parks Division staff members are available to assist with applications and project administration.

For more information contact: Montana Dept. of Fish and Game, Parks Division (Attention: LWCF Coordinator), Helena, MT 59601.

photo Bill Howell

Montana's Snowmobile Program:

A New Dimension in Winter Recreation Management

by Ron Aasheim

IT WAS IN the winter of 1913 that Virgil White, an automobile dealer in the small, central New Hampshire town of West Ossippee, first attached a homemade caterpillar-type tracked unit to the rear axle of a car and a set of metal skis to the front. Although the sight of this motorized contraption undoubtedly drew quizzical looks from the neighbors, they hardly could have realized the revolution that his odd-looking snow machine, which he later patented as the "snowmobile," would bring about in outdoor winter recreation.

Indeed, from the day of its mechanical birth, the snowmobile became increasingly popular as an alternative and efficient means of winter transportation in the mountains and northernmost portions of the country.

These earliest snowmobiles, however, were far from what we now would recognize as a snowmobile. Most were extremely large and cumbersome, and because of their size, had very limited applications. A few were used as trucks for hauling supplies over snowy terrain and many of the rest were employed for mountain rescue work. Limited by their weight and bulk, they almost always had to be driven on established roads or trails and could only be used in relatively deep snow.

But by the early 1950s, several mechanics had centered their attention on developing a smaller, more versatile machine, an effort which would completely change the face of on-the-snow motorized travel and set the stage for the booming popularity of snowmobiling as we know it today. In 1970, approximately 130 different companies were manufacturing snowmobiles of one type or another; today, five companies account for about 90% of the snowmobile sales in North America.

Although the overall number of manufacturers has decreased since 1970, the number of snowmobiles purchased annually as well as the number of recreationists participating in the sport has risen steadily. According to an independent survey, snowmobiling is currently the third fastest growing sport in America—surpassed only by tennis and snow skiing. Surveys also show that participation in the sport grew by 19% between 1973 and 1976, and that there are now more than 10 million snowmobilers in Canada and the United States.

In Montana there are no precise figures on the total number of people who snowmobile, but the number of snowmobiles registered in the state has increased annually. In 1977, approximately 22,000 snowmobiles were registered in Montana.

This phenomenal growth, however, has not been without problems. As the number of snowmobilers increased, so too did demands on the facilities and resources which support the sport. For example, as parking areas used by snowmobilers in the more popular snowmobiling areas became crowded, users had

problems unloading machines and manuevering snowmobile trailers. Also, as parking areas filled, snowmobilers often were forced to use public rights-of-way for parking, thus creating safety and, sometimes, law enforcement problems.

In addition, as more and more snowmobilers used the most popular and accessible trails, dissatisfaction with trail conditions became commonplace. Most of these complaints concerned a condition called "moguling." Moguls, large bumps in a trail which are created by heavy snowmobile use, occur when a small depression or bump appears on a trail. Snowmobiles passing over such bumps or dips only make these features more prominent, and what may have started out as a minor unevenness may eventually become a source of major discomfort and a nuisance to the snowmobiler. Experienced snowmobilers have compared riding on a heavily moguled trail to driving an automobile on a road with an abundance of potholes or "speed bumps."The experience is anything but enjoyable. Such a problem can be effectively handled by grooming the trail to eliminate the moguls.

Increasing numbers of snowmobilers also resulted in a need for more land on which the snowmobiler could pursue the sport of his choice. Recognizing that crowded, dangerous and, in some instances, illegal parking conditions and poor trail conditions were problems which would get worse with time and that the use of more areas by snowmobilers was in some cases resulting in conflicts with other recreationists, snowmobilers banded together in an attempt to solve the problems.

Montana's first and, presently, only statewide snowmobile association, the Montana Snowmobile Association (MSA), was formally organized in 1972 with the purpose of enhancing the sport of snowmobiling in the state. Since its inception, MSA has placed emphasis on improving snowmobiling facilities in the state, promoting snowmobile safety and education programs and ameliorating the public image of the snowmobiler.

An average annual snowfall of over 13 feet in Montana's high country (above) provides months of snowmobile fun (photo: Garry Wunderwald). Ideally, a snowmobile trail groomer (below) should be equipped to plow through drifts, cut through moguls, smooth out the snow and pack the trail—all in one operation. (photo: Ron Aasheim).

Towards these ends, much time and effort were expended by MSA members in the early 1970s in an attempt to secure public funds for a statewide snowmobile program, and in 1973 the first legislation aimed directly at providing funds for snowmobile facilities was passed. Through this legislation, snowmobile registration fees, to be administered by the Dept. of Fish and Game, were set at $2 per snowmobile, $1 being designated for use in developing snowmobile facilities and the other for snowmobile-related law enforcement.

This legislation, however, was not entirely satisfactory to snowmobilers because, although funds were provided for development of facilities, funds for the operation and maintenance of these facilities were not allocated. In other words, a parking area could be constructed but there were no funds set aside for the snowplowing necessary to keep the area open. Also, trails could be cleared and marked, but these funds could not be used for grooming the trails in winter.

There were problems with law enforcement as well, because although enforcement was encouraged, no funds were available for educating the public concerning the laws and regulations which were to be enforced.

Thus, seeing that their problems were only partially

solved, snowmobilers continued to work for more and improved legislation, and in 1977 their efforts were rewarded; the legislation which had been enacted in 1973 was amended to permit use of registration fees for the operation and maintenance of snowmobile areas as well as development. In addition, money was made available for snowmobile education, safety and law enforcement programs.

A second law enacted in 1977, however, had perhaps an even greater impact on securing the future of public snowmobile programs in Montana. That law set aside 0.3% of Montana's distributors' gasoline tax, a tax which draws a total of eight cents for every gallon of gasoline distributed in the state for all purposes, for the development, operation and maintenance of public snowmobile facilities and for promoting snowmobile safety.

As a result of the 1977 legislation, approximately $120,000 will be made available annually for use in maintaining, operating and developing snowmobile areas and facilities and nearly $40,000 will be provided for snowmobile-related law enforcement, safety and education.

Benefits to Montana snowmobilers as a result of these legislative acts have only begun to be realized. Maintenance projects which took place during the winter of 1977-78 included the grooming of trails in the West Yellowstone area, where two large groomers traveled over 6,000 miles during the 15 weeks they were in operation. U.S. Forest Service figures indicate that over 35,000 snowmobiles traveled the 135 miles of groomed trail located on FS lands in the West Yellowstone area during that period. Trail grooming projects also were undertaken last winter in the Cooke City, Lincoln, Missoula and Sweet Grass County areas, where over 250 miles of snowmobile trails were groomed.

In addition, some of the parking areas which have been developed thus far can be found on the West Fork of the Bitterroot River near Darby, on Mill Creek, a tributary of the Yellowstone, on the Boulder River south of Big Timber and at sites near Townsend.

Projects for the future include a continuation of the grooming which took place in 1977-78, with services to be added for the Helena, Seeley Lake, Dillon and Flathead County areas. Approximately $150,000 will be expended for grooming activities in 1978-79. These funds will be used for purchasing a variety of grooming equipment and for the maintenance and operation of equipment already in use.

Besides the increased grooming proposals, major development planned for the summer of 1979 will include the construction of a parking area near King's Hill, north and east of Great Falls, which will be able to accommodate 200-300 vehicles.

Education and safety programs for the future also have been expanded. In an attempt to educate young snowmobilers, as well as adults new to the sport, a snowmobile safety and education course has been formulated and is being offered by the Dept. of Fish and Game's Law Enforcement Division. Additionally, pamphlets outlining laws and regulations pertinent to snowmobilers are now available and, in certain areas, brochures showing established snowmobile trails are being provided.

Fortunately, the department has had the support and assis-

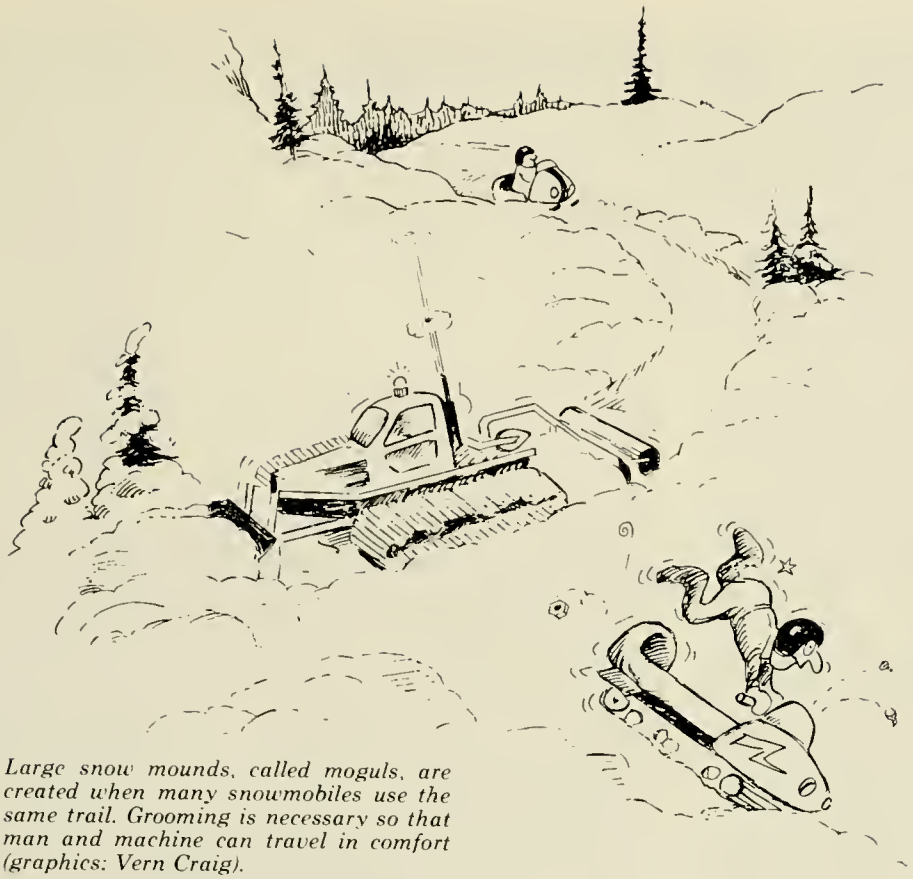
How To Apply For Snowmobile Projects

In Montana, the Dept. of Fish and Game has the responsibility of administering the state's snowmobile program; the Parks Division is responsible for administration of funds set aside for operation, maintenance and development, and the Law Enforcement Division is responsible for safety, education and enforcement.

In order for a project calling for development, operation or maintenance to be considered, it must meet some basic requirements. Applications for development must include: (1) written landowner permission to use the lands in question; (2) an environmental impact assessment (if on public land, completed by a land managing agency); (3) site plans and location maps, and (4) cost estimates. Applications for operation and maintenance projects also should include: (1) maps depicting the areas to be groomed or plowed; (2) in case of projects on public lands, an assurance that projects are consistent with approved travel plans and unit plans of the Forest Service and Bureau of Land Management.

While anyone may request or suggest a project, written applications should be initiated by, or supported by, local snowmobilers or snowmobile groups. Support of other groups, such as counties and the Forest Service, also should be documented.

Applications for operation, maintenance and development projects are accepted through May 15 of each year and acceptable projects are selected by June 15. More information and technical assistance may be obtained from: Montana Dept. of Fish and Game, Parks Division, Attention: Snowmobile Program Manager; Helena, MT 59601, or: Montana Dept. of Fish and Game, Law Enforcement Division; Helena, MT 59601.



Large snow mounds, called moguls, are created when many snowmobiles use the same trail. Grooming is necessary so that man and machine can travel in comfort (graphics: Vern Craig).

tance of the MSA in this effort. Since the fall of 1974, the MSA has offered voluntary snowmobile education and safety programs of its own; with technical assistance by the Enforcement Division, these beneficial programs are expected to be continued.

In the relatively few years that it has been in existence, Montana's snowmobile program has come a long way, and through administering the program, Parks Division personnel have learned a great deal.

One of the most valuable lessons learned is how erroneous and unfair it can be to stereotype participants in a specific recreational activity. Many people have the idea that snowmobilers enjoy the sport only because of its speed and thrills and that they are not concerned with the same values as most other winter recreationists. While snowmobiling is a thrilling sport, surveys conducted in conjunction with the department's Statewide Comprehensive Outdoor Recreation Plan (SCORP) show that about 94% of the snowmobilers questioned snowmobile primarily because it provides them with a chance to get out with family and friends. The Parks Division realizes that there are some snowmobilers who show a disregard for the interests and pursuits of other recreationists, but it has found their number to be a very small minority.

The survey also indicated that over one-half of Montana's snowmobilers prefer outings in remote, wilderness-type settings. Since snowmobiles are, by law, not permitted in federally designated wilderness areas, such a preference has led to conflicts concerning various users and users' rights. For this reason, snowmobilers have many times openly and forcefully opposed wilderness classification for many federally administered areas. The fact remains, however, that most of Montana's snowmobilers seek and appreciate many of the same values that wilderness users do.

Future objectives of the Parks Division are to better inform the general public of the concerns of snowmobilers and the values of their sport. Additionally, snowmobile owners will be encouraged to register their machines. Not only will increased numbers of registered snowmobiles directly increase overall funding for snowmobile programs, but an increase in the known number of snowmobiles being used in the state may eventually provide a basis for a possible increase in the percentage of the state's gasoline distributors' tax which is provided for those programs.

The value of cooperation between the Dept. of Fish and Game and the other various agencies and clubs concerned with ensuring the future of snowmobiling as a valuable form of recreation in Montana cannot be overemphasized. Only by working together can these agencies and groups assure the snowmobilers in Montana that their favorite winter pastime will continue to be the enjoyable activity that it is. ■

Turning Money into Management: Financing State Parks

by G. Wesley Burnett and Don Hyyppa

"A feast is made for laughter, and wine maketh merry: but money answereth all things." These few words from the Old Testament book of Ecclesiastes, though broadly applicable, state a fact which seems particularly fitting to Montana's parks program because, no matter how idealistic the Parks Division wishes to be about the work of conserving Montana's resources and serving the public, little is possible without money. There is land to be bought, construction to be undertaken, maintenance to be performed and a staff to be paid. In short, without money the parks program could not and would not exist.

If any generalization can be made, it is that financing Montana's state parks is complex. But basically, expenditures for the state park system are divided into two major categories. The first are those funds devoted to "capital" projects, or land acquisition and major construction. The second is money set aside for the operation and maintenance of parks.

Capital investment—the purchasing of park land or the construction of facilities—creates a perpetual obligation to operate and maintain these lands and facilities. And this requires money, eventually more than the original investment.

For this reason, the governor and legislature carefully watch over Montana's capital investment through the Long-Range Building Program, of which the park system is only one portion. The Long-Range Building Program begins with identification of needed projects by each agency of state government. The combined list of all agency projects is then trimmed and arranged by priority by the governor who submits it to the legislature as the Long-Range Building Program. The legislature adds to or deletes from the list, changes priorities, assigns funding and, finally, authorizes projects to be carried out.

By offering an array of worthy projects to the governor and the legislature for consideration in the Long-Range Building Program, the Dept. of Fish and Game allows the people of Montana, through their elected officials, to mold Montana's state park system in the manner they desire and and can afford. To facilitate this process, the Dept. of Fish and Game submits more project proposals to the Long-Range Building Program than are usually funded. Although each proposal submitted would, if approved, become a worthwhile addition to the state park system, the department realizes that some may be dropped and believes this decision is best left to elected representatives. Thus, the professional judgment of parks managers and planners will not be the only determining factor in shaping the state park system to meet the preferences of today and the needs of tomorrow.

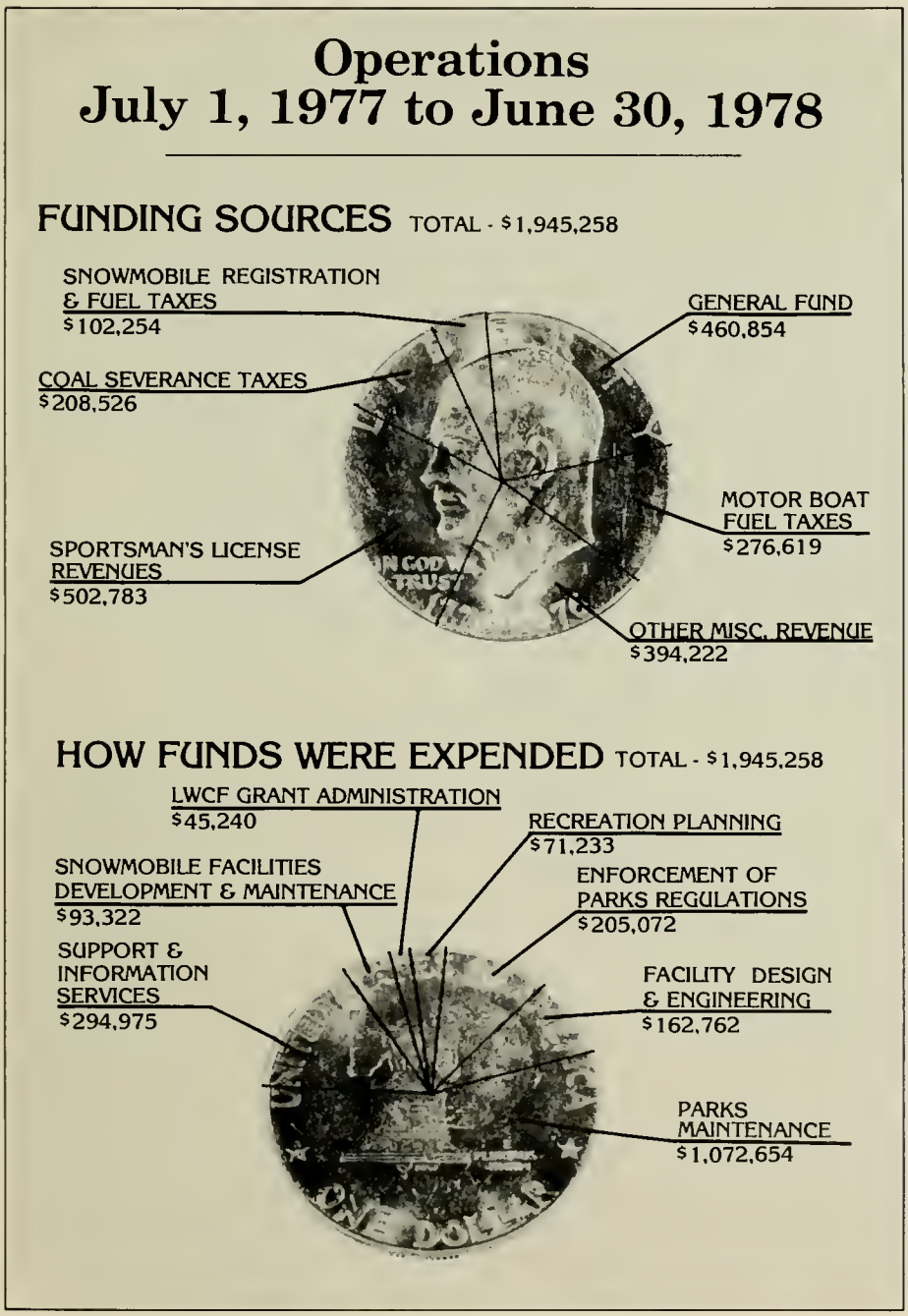
Only a few decades ago, capital park projects were a rarity, but now they are common. This shift seems to result from greater public interest in outdoor recreation and concern with the deterioration and disappearance of the resources which support it. In 1978 for example, capital program funds completed improvements at 14 recreational sites and financed studies or construction at 60 others. In addition, the park system was increased by 983 acres, resulting in the creation of one new state park, four new state recreation areas and 13 new fishing access sites, as well as the expansion of two existing state parks, one state monument, one recreation area and two fishing access sites. Such growth is a mixed blessing, however; proper stewardship of these new areas requires operation and maintenance obligations which may not be fully understood or appreciated by those who must pay.

The procedure for establishing a budget for operations and maintenance is much the same as that for establishing the budget for the Long-Range Building Program.

Canyon Ferry Reservoir is one of several state recreation areas at which cabin sites are leased. Since this photograph was taken in 1962, many of these "cabins" have become permanent homes requiring more costly police, sanitation and access services. photo: Montana Highway Department

Each agency submits a budget request to the governor, who alters it to conform to administrative objectives. He then balances it against available funds before forwarding it to the legislature for consideration, adjustment and appropriation.

No less than eight funding sources support state park operations and maintenance. These funding sources are difficult to understand, complex to follow, and are, consequently, the origin of considerable misunderstanding. Some, such as the state's General Fund, can be used in support of any legitimate park activity. Most, however, are earmarked—in other words, their use is restricted—to specific sites or activities. For example, the motorboat fuel tax may be used only on sites where motorboating is allowed and takes place. Similarly, sportsmen's license money is used to support the operation and maintenance of areas such as fishing access sites or other areas which directly and substantially benefit the sportsman.


Operations
July 1, 1977 to June 30, 1978
FUNDING SOURCES TOTAL - $1,945,258
SNOWMOBILE REGISTRATION & FUEL TAXES $102,254
GENERAL FUND $460,854
COAL SEVERANCE TAXES $208,526
MOTOR BOAT FUEL TAXES $276,619
SPORTSMAN'S LICENSE REVENUES $502,783
OTHER MISC. REVENUE $394,222
HOW FUNDS WERE EXPENDED TOTAL - $1,945,258
LWCF GRANT ADMINISTRATION $45,240
RECREATION PLANNING $71,233
SNOWMOBILE FACILITIES DEVELOPMENT & MAINTENANCE $93,322
ENFORCEMENT OF PARKS REGULATIONS $205,072
SUPPORT & INFORMATION SERVICES $294,975
FACILITY DESIGN & ENGINEERING $162,762
PARKS MAINTENANCE $1,072,654

Both in terms of capital investment and obligations to operations and maintenance, Montana's park system is growing to meet rapidly increasing recreational demands. But there is only so much land suitable for recreation, and if that land which is appropriate is not set aside soon, it may not be available in the future. Thus, land acquisition, though expensive, is a top priority. Also, state park users expect attractive, safe and sanitary parks—expectations which are costly to satisfy. For example, a simple latrine, which meets current legal construction standards and is minimally acceptable to the public, costs on the average of $5,500.

Such costs are necessary if a state park system, satisfactory to all Montanans, is to be provided. Consequently, adequate suitable funding sources should be found and utilized if the parks program is to remain strong. These sources not only must provide enough money to pay for additions to the park system, but they also must replace current funding sources, most likely the state General Fund, for which there may be higher priorities for use than operation of parks. Some of these alternative funds could come from:

(1) The use of the coal severance tax or other mineral-related revenues as a *perpetual trust fund* in support of the state park system. Such use of mineral revenues is completely appropriate inasmuch as mineral development and parks are both resource-related and are significant contributors to the social and economic fabric of the state. If mineral development causes social and environmental problems, these problems may be partially offset by the provision and subsequent care of park and recreation resources.

(2) Increased state park use fees. To a degree, parks benefit everyone, whether users or not, just as schools and libraries benefit society as a whole. Therefore, it is logical that everyone should help pay for our parks. Yet, it is

obvious that many users are getting a lot of service at a price far below the cost of providing the service.

There are many ways in which the park user can pay directly for the services he receives. For example, consideration is being given to increasing the entrance fees at Lewis and Clark Caverns from the present $1 for adults and 50 cents for children to an amount more commensurate with the cost of such recreational opportunities elsewhere. Fees at the caverns have not been increased since 1946.

Also, overnight camping fees within Montana's state park system are among the lowest in the nation and should be raised.

In addition, Montana is one of the few remaining states which still does not charge for day use within its state recreation areas. Consideration is being given to establishing a day-use fee.

If, however, the experience of other states in similar attempts can be used as a guide, it will be difficult to get much new revenue from such direct fee charges. Too often the costs of collecting new or higher fees exceed the amount gained by collecting them. In all cases, the fee schedule chosen must be equitable to the user, operative and profitable.

(3) Raising the cabin site leasing fee at areas within the state park system. At three locations within the park system, 336 cabin sites are leased for an annual rate ranging from $35 to $100 per year. This rent is much lower than the amounts charged by private landowners for similar leased sites. Therefore, a market evaluation of the rental schedules for these areas has been undertaken and will result in a proposal to increase the present fee structure.

(4) Establishing a State Parks Foundation through which additional private funds for the park system can be solicited and through which gifts and endowments can be managed.

In summary, the finances which develop and support Montana's park system are exceedingly complex. While dependence on numerous earmarked and restricted funding sources requires careful fiscal planning and management, the way in which these funds are used directly influences the direction and magnitude of park activities. Consequently, publicly desired changes in management direction should be easily achieved through alteration of funding sources or amounts. The Parks Division's commitment, as well as its responsibility, is to assure that each dollar made available to it is spent as is intended and in the best interest of Montanans and their state parks. ■

REVENUE SOURCES SUPPORTING STATE PARKS

C = Revenue sources that are used for capital investment
O & M = Revenue sources that are used for operation and maintenance

TITLE	SOURCE
C,O&M - Coal Severance Tax	A portion of the tax on coal extraction is distributed by formula to the state parks program. Use of this money is limited to acquisition of and improvements at state parks, and operation of sites acquired with coal tax funds.
C,O&M - Federal & Private Revenue	This money usually comes from federal cost sharing of various projects, but also includes earnings and donations from private sources.
C,O&M - Fish & Game Earned Revenue	The state park system receives appropriations from revenues collected from the sale of sportsmen's licenses. This money is used to acquire, develop and care for sites which directly benefit sportsmen.
O&M - General Fund	State general tax revenue derived from individual and corporate income and property taxes and from interest derived from investments. This money may be used in support of any legitimate park activity.
C - Long-Range Building Fund	A fund which receives revenues from the state cigarette tax and the interest it accrues.
C, O&M - Motorboat Fuel Tax	A portion of Montana's gasoline distributors' tax is specifically set aside for the acquisition, development and maintenance of state recreation sites where motorboating takes place.
O&M - Parks Earned Revenue	The state park system earns revenue from entrance fees collected at Lewis & Clark Caverns, overnight and seasonal camping fees, cabin site rentals, concessionaire agreements and other incidental activities taking place upon park system lands. This money may be used in support of any legitimate park activity.
C,O&M - Snowmobile Fuel Tax	A portion of Montana's gasoline distributors' tax is set aside for the development and maintenance of snowmobile recreation facilities and law enforcement.
C,O&M - Snowmobile Registration Revenues	Resident snowmobile owners are required to register their machines and to purchase a "tax paid decal." Unregistered non-resident snowmobilers must display a temporary permit. This money is used for development and maintenance of snowmobile facilities as well as law enforcement.

Gov. Thomas L. Judge (photo: Sage Advertising)

A Look to the Future:
Our Parks in a Changing Scene

by Gov. Thomas L. Judge

Montana's state park system is a special source of both pride and concern for me—a pride and concern I believe I share with many Montanans. I'm pleased that this special issue of Montana Outdoors focuses on this relatively unheralded aspect of the state's Dept. of Fish and Game.

Through its Parks Division, the Dept. of Fish and Game has made great accomplishments on limited funds. The park system contains some of the best recreation resources in the United States. And beyond this, the system preserves some of the finest sites in Montana's colorful history—sites such as

Bannack State Park, which preserves Montana's first territorial capital; Missouri Headwaters State Park, around which so much of Montana's early history centered, and Pictograph Cave State Monument, one of the most important archaeological sites in the Northwest.

Providing outdoor recreation resources and conserving our scientific and cultural heritage through the parks program are important aspects of the Dept. of Fish and Game's service to the people and to the resources of Montana. In fact, this work is so important that Dr. Wambach and I have concurred in a decision to ask the 1979 legislature to change the name of the department to Fish, Wildlife and Parks, to reflect the unified management of all these natural resources for the benefit of the public.

In all aspects of this administration, Montana's future is a matter of constant concern. I have in mind a question I frequently ask myself: What of that future? Will our children and our children's children have available adequate recreational resources—the type of resources we were accustomed to as children? We are finding more and more that the pressures on our recreation land resources are causing them to become congested, overcrowded and unsatisfactory for a truly quality experience in the outdoors. While much of our land is federal and provides abundant recreational opportunities, we are finding that this federal public land often does not conserve the things which we, as Montanans, hold dearest or, because of our low population, does not receive the national priorities which we, as Montanans, think it deserves.

The federal Canyon Ferry Reservoir provides an example. Were it left only to the federal government and were there no state involvement there, we would find very little provision for public recreation. If, in the management of resources for outdoor recreation, we do not want to be pawns of the federal government—allowing the federal bureaucracy to set our priorities for us and deciding what scraps will be left to us—then we must continue to determine aggressively our own needs and desires and set about building programs to meet those needs and desires.

Because the state parks are of special concern to me, I have recently outlined with Dr. Wambach several major tasks which I expect the Montana Dept. of Fish and Game to work on diligently over the next five years and which will receive the support of my administration.

In the next several years I expect extensive efforts to be made to extend Montana's parks and recreation areas as year-round assets providing, as much as possible, for safe, conflict-free winter recreational activity. In the past, we have too often thought of outdoor recreation as tourists camped in July at wayside parks. We have overlooked the fact that Montana is abundantly endowed with opportunities to enjoy winter. After the tourists go home, the rest of us live through a winter that can either be a time of boredom and inactivity or a rewarding part of our lives in the outdoors.

Also, Montana has no finer resources than its rivers and lakes. The maintenance of these water bodies in a floatable, swimable and fishable condition, open to the public and free of unnecessary federal regulation and control, is of considerable importance to all of us, and I will expect the Dept. of Fish and Game to continue its fine work in this area.

I feel strongly, however, that there is a need to find alternatives to fee-simple land acquisition or national "wild and scenic" river designation. Cooperative efforts with local government and the private sector have proved useful in providing open streams and lakes of high quality while guarding the rights of adjacent landowners. The recent accord between the Dept. of Fish and Game and Champion International Corp., an agreement which has led to the acquisition of recreation sites at Salmon and Placid lakes, is a prime example of what can be accomplished. I expect more of this type of work in the future.

Although Montana is a rural state, most of us live in its cities and towns. If we are to maintain a quality environment in which to live and work in Montana, we must take steps to assure that our cities and towns, large and small alike, remain decent places to raise a family. Few resources do more to assure a livable and satisfying urban environment than parks, open space and recreational facilities. Since 1965 the federal Land and Water Conservation Fund has provided $13 million in matching funds to our local communities for providing those urban assets. We will take whatever steps are necessary to assure that the grant program to local governments from the Land and Water Conservation Fund remains efficient and cost effective.

I am particularly concerned with the trend toward federal utilization of the Land and Water Conservation Fund for land acquisition at the expense of our state and local community projects. In 1978, it was necessary to turn down $1.5 million worth of locally sponsored recreation and park projects because of a lack of matching federal funds from the Land and Water Conservation Fund. At the same time, however, federal use of the fund for land acquisition projects rose from 40% to 49%. This is money denied—and in 1978 it amounted to $400,000—to Montana's communities for much needed park and recreation facilities. I find this situation intolerable and will work closely with the Dept. of Fish and Game and our congressional delegation to assure that the funds remain available for use by our local communities.

Another area of my concern for Montana's park system lies in funding. At the moment, funding of the park system appears adequate to meet most of its responsibilities, but this has not always been the case in the past and it may not be the case in the

future. Over the past several years, new program responsibilities have come along with the acquisition of many new park and recreation lands—lands like Mt. Haggin, Wild Horse Island and the Rosebud Battlefield—which are important to this state in the present and for future generations. But, we must remember that as we take on new lands and programs, we also take on the responsibilities to care for them. This takes money and careful fiscal management to assure that the monetary wherewithal needed to accomplish new work is balanced with the demands of the new responsibilities.

Beyond the question of "how much" for the park system is the question of "who should provide the 'how much'." We should be searching for alternatives to general tax revenues for the support of the park system. Our goal is to shift to park users an equitable share of the financial support for the program. While there is justification for continuing to support the park system from general tax revenues, at least in part, an equitable balance must be sought.

Preliminary studies have been undertaken by the Dept. of Fish and Game and my Office of Budget and Program Planning in search of alternative, reasonable and adequate sources of funding for the park system. These studies will be continued. I have asked the Parks Division to conduct several studies on the economic costs and benefits of parks and recreation activity in Montana as a portion of the planning required for our participation in the Land and Water Conservation Fund program. In addition, I have asked them to study the possibility of establishing a Parks Foundation which would draw upon private resources for the support of the state parks.

Finally, I will be asking the 46th Legislature to consider the possibility of establishing a perpetual trust fund for the support of parks acquisition, construction and operations. This would permit the development of a greater consistency in funding, a consistency which is now largely lacking. It would allow, consequently, the careful balancing of expansion of the state park system against ability to develop and care for the expansion. This is now difficult and awkward for some elements of the park system.

The Montana park system has come a long way since the first comprehensive park law was passed in Montana in 1939. It has given us many fine recreation areas and has conserved many of the finest moments of Montana's past and many of the finest examples of our scientific and natural heritage. The extent to which this program is continued—the extent to which we commit ourselves to passing on to future generations a true legacy as opposed to an abused remnant—rests ultimately with Montana residents. Now, more than ever before, we must address the decision to conserve resources before they are compromised and lost forever. ■

The Long Road to Riches continued

facilities. The motorboat fuel tax also was amended so that 0.9%, rather than the previous 0.6%, of the gasoline tax would be apportioned to help pay for the increasing costs of operation and maintenance of areas where motorboating is allowed. And finally, the state legislature amended the coal tax trust fund and fishing licence fee use structures to allow portions of them to be used for operation and maintenance of state recreation areas as well as for land acquisition.

Since adequate funding for the existing state park system had been assured for the time being, Holliday and his staff began to look for innovative ways to expand and develop the system to meet increasing recreational demands without requiring an increase in general tax fund support. Several projects have been undertaken which have been requested and encouraged by local residents, and by working in cooperation with the Parks Division, they have become a reality. These projects include: working toward the establishment of the Blackfoot Recreation Corridor to ensure access for white-water boating and fishing on the scenic Blackfoot River near Missoula; creation of a "Heritage Park" adjacent to Giant Springs State Park in Great Falls (time, money, equipment and labor were donated for this cause); establishment of state recreation areas with provisions for camping and boating at Salmon and Placid lakes near Missoula on land donated by Champion International Corp.; the development of facilities for winter recreation programs near Kalispell and the creation and improvement of irrigation reservoirs in eastern Montana for recreational use.

Today, Montana's state park system consists of nearly 250 areas of many classifications totaling over 94,000 acres. In addition, many other areas under short-term or multiple-use agreements provide Montanans with more state recreation areas and more acreage available for recreation usage than ever before. But, if the system as we know it is to survive, it is imperative that the Parks Division and the state legislature recognize the problems which have plagued the system in the past, and direct funding and management activities toward more beneficial ends. Considering the strength of the system now, however, the future of Montana's state park system appears bright indeed. ■